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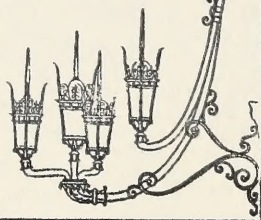
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SUMMARY

"BOSTON PUBLIC LIBRARY"

( ) Draft (X) Final Environmental Impact Statement

Federal Office Building  
Boston, Suffolk County, Massachusetts

RESPONSIBLE FEDERAL AGENCY: General Services Administration  
Public Buildings Service

RESPONSIBLE OFFICIAL: G. F. Strobel  
Assistant Regional Administrator (1P)  
Public Buildings Service

DIRECT INQUIRIES TO: Beverly L. James  
Director, Operational Planning  
Staff, PBS  
General Services Administration  
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I. THE PURPOSE OF AND NEED FOR THE ACTION:

The General Services Administration (GSA) proposes the construction of a new Federal Office Building (FOB) in Boston, the state capital of Massachusetts and the New England regional headquarters of most Federal agencies.

The proposed new FOB is the result of a comprehensive survey of the Federal space situation in Boston together with an analysis of projected requirements.

While Government-owned buildings provide most of the general purpose space needs, they are not sufficient to accommodate all Federal agencies. To supplement this space, GSA leases approximately 565,000 square feet of space in the Boston area at an annual rental of \$4.4 million.

This dispersion in numerous buildings affects operating efficiency, produces excessive administrative costs and is inconvenient to the public. In addition, about 174,000 square feet or 30 percent of the total space is second class quality providing inadequate housing for long-term use.



An analysis of various housing alternatives was made, and the construction of a new Federal Office Building was deemed the best and most cost effective course of action to ensure adequate, long-term first class housing in which to provide optimum operating efficiency and convenience for the proposed tenant agencies and the public they serve.

The new FOB will consolidate seven scattered downtown lease tenancies from the John F. Kennedy Federal Building and allow relocation of a suburban tenant to downtown Boston in conformance with the President's Urban Policy as expressed in Executive Order 12072, "Federal Space Management," dated August 16, 1978.

The new building containing approximately 638,050 occupiable square feet or about 960,380 gross square feet will provide approximately 483,000 square feet of agency space and house approximately 3,000 employees. Basement parking will be provided for about 285 vehicles. Parking spaces will be allocated to official Government vehicles, visitors and handicapped persons. There will be no parking provided for employees.

The four sites under consideration are (Figure 1)

Site A - bounded by Washington and Essex Streets, Norfolk Place, and Harrison Avenue

Site K - bounded by Tremont, Boylston, Washington, and Avery Streets (excluding the Masonic Temple at Tremont and Boylston Streets)

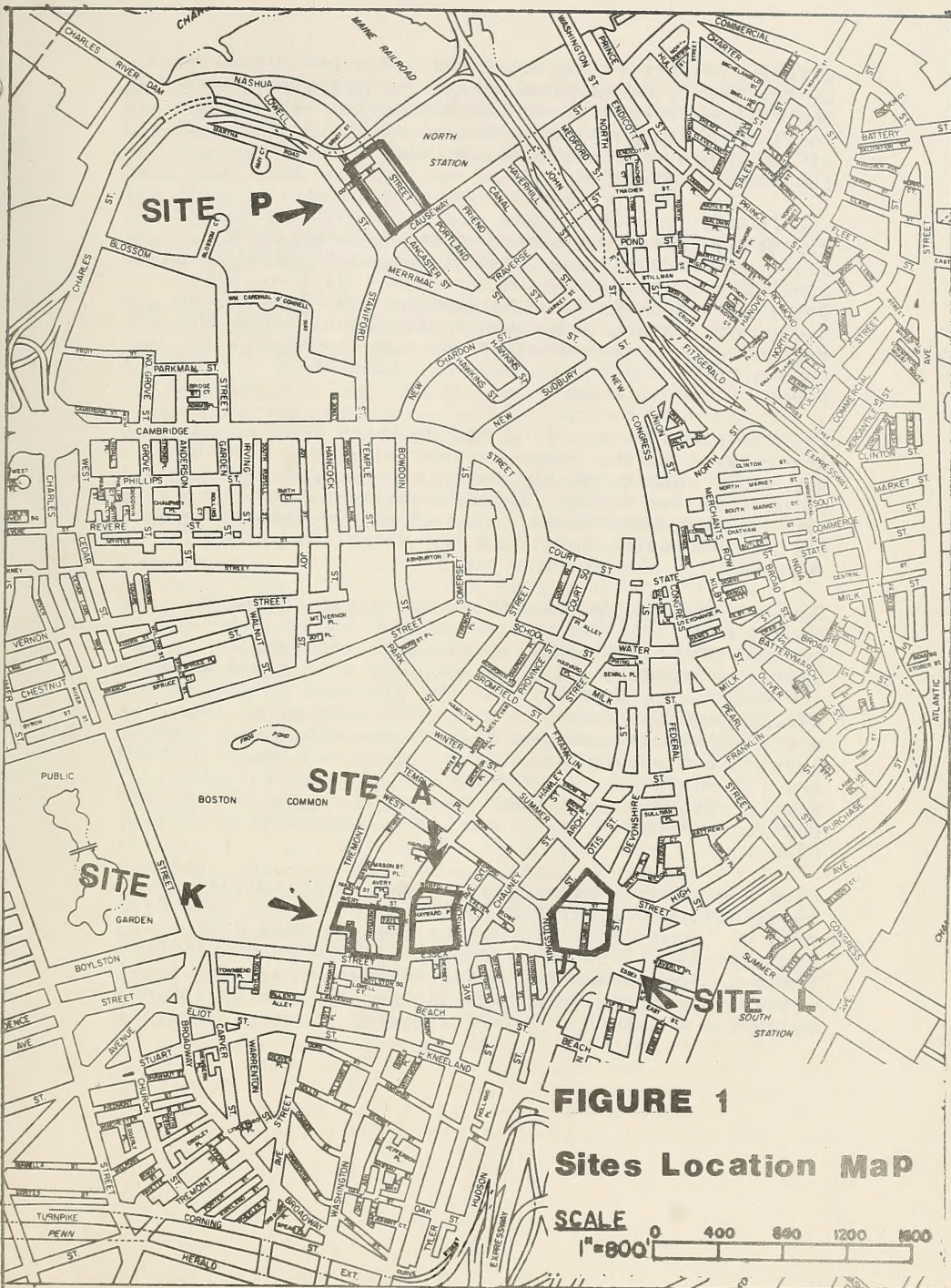
Site L - bounded by Summer, Kingston, Essex and Lincoln Streets

Site P - bounded by Causeway, Cotting and Billerica Streets and the Boston Garden

## II. AFFECTED ENVIRONMENT

Three of the four sites under consideration (A, K, and L) are all located within the C.B.D. about three blocks from 100% location in downtown Boston. Site A is located on the fringe of the adult entertainment district, just south of the Retail District, and northwest of Chinatown. Site K faces Boston Common across Tremont Street, is also on the fringe of the adult entertainment district and just south of the





Retail District. Site L is located a few blocks east of the Retail District northeast of Chinatown and on the fringes of the Financial District. Site P is located in the North Station area three blocks north of the C.B.D. and seven blocks from the 100% location. (Figure 1)

The four alternative sites lie within or adjacent to six urban renewal areas: Bedford West/Lafayette Place; Boylston-Essex; Park Plaza; South Station; South Cove; Government Center. In addition, the Downtown Crossing, Theatre District, North Station development plan, several new office buildings and the expanding Chinese community are all important redevelopment forces within the vicinity of the four sites.

Entrepreneurs of existing and proposed retail development in the lower Washington Street area near the adult entertainment district have expressed their support of the Federal Building being located on a site in that area to serve as an anchor and catalyst for further development and the social and economic upgrading of the area.

Several historic preservation and other community groups have registered their opposition to Site K because of the potential demolition of historic buildings which utilization of that site would involve and because of concern that the proposed Federal Building would be a high rise structure which (1) would encourage and open the way for other high rise development around the Boston Common and Public Garden and (2) would have an adverse effect on the Boston Common with its shadow and by virtue of the increased pedestrian traffic which would be introduced to the area.

Site L developed as a combination of new and old construction to meet the Federal need is the preferred site of local preservationists and the only site finally identified by the Advisory Council On Historic Preservation as having "excellent potential" under the provisions of the Public Buildings Cooperative Use Act of 1976.



While consideration of Site A has generated little opposition, its potential for use or other development has resulted in little expressed support for its utilization for the Federal project. Several parties have indicated an interest in purchasing it including the Chinese community which is in dire need of additional housing units for which there are few available properties in the proximity of Chinatown which they could acquire to meet that need.

The City, local entrepreneurs and businessmen's organizations in the North Station area and others opposed to some of the other sites have expressed support for Site P where the Federal Building is also envisioned as a catalyst for the redevelopment and rehabilitation projected in the City's North Station Development Plan (Safdie Plan).

All four sites have adequate supplies of low and moderate income housing available on a non-discriminatory basis within walking distance.

A Memorandum of Agreement was entered into by GSA, the Advisory Council On Historic Preservation and the Massachusetts State Historic Preservation Officer (SHPO) in December 1979 and ratified by the Chairman of the Council in January 1980. In accordance with said Memorandum of Agreement, GSA consulted with the Massachusetts SHPO and the Council on May 7, 1980 to determine what adverse effects selection of any one of the four sites currently under consideration might have on properties included in or eligible for inclusion in the National Register of Historic Places. As a result of that meeting, it is the opinion of the Council (Section XV, Appendix N) that selection of any one of the sites may have a direct or secondary adverse effect on historic resources; construction on the North Station site, which would not require demolition of any buildings on-site that may be eligible for inclusion in the National Register, would be the only alternative that would avoid such adverse effects but would require consideration of the effect of project design on the adjacent Bulfinch Triangle Historic District; selection

of Site A may also avoid direct adverse effects on historic resources but must consider resources directly adjacent to site; selection of either the Tremont Street or Church Green site for a development program that calls for site clearance would have an adverse effect on properties included in the National Register.

The construction of a new FOB will result in the temporary impacts normally associated with building construction. There will be a temporary impact on the office space leasing market in Boston due to the release of space leased by the Government, and a minimal impact on the City's tax base.

Though there will be demands on community services and utilities, the impacts will not be significant when compared to total system capacities. All sites are served by all necessary utilities.

Minor changes in employee commuting habits may result, but this is not expected to be significant, as the majority of employees to be housed in the building already work in the downtown area.

Traffic volumes will increase in the vicinity of the sites as a consequence of the project and would be due primarily to private transportation. Air pollutants levels are predicted to increase when considered against the alternative of no action. However, these levels are not projected to be in violation of air quality standards. Stationary source pollutants (SO<sub>2</sub> and TSP) will be minimized either by the use of steam or by utilization of a power source meeting Department of Environmental Quality Engineering Standards. The impact of vehicle generated pollutants (TSP, NO<sub>2</sub>, and CO) except for carbon monoxide will be negligible. Analysis of carbon monoxide concentrations using the Federal Highway Administration's CALINE 2 Nomographic procedure predicted no violations of the peak hour standard of 35 parts per million around any of the sites under consideration for the 1980 to 1999 period whether or not the facility is constructed. The lower 8 Hour hourly average standard is currently exceeded in the vicinity of Site P and also in the vicinity of Site K. The model predicts that due to the Federal Motor Vehicle Emission Control Program and the



Table 1

SUMMARY OF ENVIRONMENTAL CONSIDERATIONS  
FOR FINAL ALTERNATE SITES  
NEW FEDERAL BUILDING, BOSTON, MASSACHUSETTS

Community Land Use and Plans	FACTORS				Reference Section
	Site A 600 Washington Street	Site K Tremont/Boston	Site J Church Green	Site P North Station	
Located in C.B.D.?					III.A.2
*Predominant existing land use area	Adult entertainment	Adult entertainment	Yes	Pringe	III.A.2
*Urban renewal areas and redevelopment projects/influences	Park Plaza, Boylston-Essex, Lafayette Place, Chinatown, Downtown Crossing, Theater Dist.	Park Plaza, Boylston-Essex, Lafayette Place, Chinatown, Downtown Crossing, Theater Dist.	Financial/Retail Lafayette Place, South Station, Chinatown, Downtown Crossing	Banking/Commercial/Residential West End/Cort. Center Waterfront	III.A.3
*Conflicts with specific proposals of above areas/projects?	Yes-Chinatown, Lafayette Place	No	Yes-Lafayette Place	No	III.A.3
*Regular zoning district	B-10	B-10	B-10/M-8	B-2	III.A.4
*Special overlay zoning districts	Adult entertainment	Adult entertainment, Height limits facing Boston Common	None	None	III.A.4
Project would comply with zoning?	Yes	Yes	Yes	No	III.A.4
<u>Historical and Cultural Resources</u>					
*Recommended for re-use by Advisory Council	No	No	Yes	No	III.B.1
Potential for reuse of existing structures	Yes	Yes	Yes	No	Appendix D
Contains one or more improvements determined eligible by the Department of Interior for listing on the National Register	No	Yes	Yes	No	Appendix H
Impact on Historic, Architectural or Cultural Resources	Yes	Yes	Yes	None	Appendices E, L, M, N
Impact on Prehistoric or Historic Archaeological sites	Unlikely	Unlikely	Unlikely	Unlikely	III.B.2
<u>Socio-economics</u>					
Accessible to low and moderate income housing?	Yes	Yes	Yes	Yes	III.C.1
Impact on overall metropolitan area housing market	Minimal	Minimal	Minimal	Minimal	III.C.1
*Known proposals for use of site for housing	Chinese community	BRA high-rise (No developer identified)	None	None	III.C.1

Table 1 (Cont'd)

## FACILITIES

## Socio-economics (cont'd)

Site A  
600 Washington StreetSite K  
Tremont/BowdoinSite L  
Church GreenSite P  
North StationReference  
Section

Potential to create temporary construction jobs

Potential to create permanent jobs from outleasing of multi-use space

\*Present gross tax assessment after abatements

\*Number of parcels scheduled for taxing by tax title (Impaid taxes)

Overall impact from release of space on urban and suburban office markets

\*Existing uses to be relocated

## Utilities and services

Adequate water mains adjacent to site

\*Adequate sewer lines adjacent to site

Adequate steam lines adjacent to site

Adequate electrical cables adjacent to site

Adequate available solid waste collection service

Accessibility of other utilities (telephone, firealarm, natural gas)

## Transportation and Parking

\*Streets where traffic volume increases due to visitors &amp; employees is expected to exceed 10% of present average daily traffic

\*Existing parking spaces on site, to be replaced by 20%-space garage

Available on-street parking

Accessible to parking

\*Distance to nearest subway stations

\*Streets where pedestrian congestion may result

Positive

Offices, stores, parking garage

Positive

Offices, stores, movie theaters, taverns, parking lot

Positive

Offices, stores, taverns, restaurant, manufacturing wholesaler, lot &amp; garage stores

Positive

III.C.5

III.D.1

III.D.2

III.D.3

III.D.4

III.D.5

III.D.6

Avery, Harrison Avenue

None

Bedford Street

None

III.E.1

None

69

1,069 (garages), 69 (lot)

250

III.E.2

None

None

None

None

III.E.2

Yes

Yes

Yes

Yes

III.E.2

Adjacent to site (2 sta.) Essex, Harrison Avenue

Adjacent to site (1 sta.) Bowdoin, Essex

2 blocks (2 stations) Summer, Devonshire, Bedford, High

Adjacent (1 station) Stratford, Canal, Causeway

III.E.3

Essex, Harrison Avenue

Bowdoin, Essex

Summer, Devonshire, Bedford, High

Stratford, Canal, Causeway

III.E.4



Table 1 (Cont'd)

<u>Physical Characteristics</u>	<u>FACTOR</u>	<u>Site A</u> 600 Washington Street	<u>Site K</u> Tremont/Boylston	<u>Site L</u> Church Green	<u>Site P</u> North Station	<u>Reference</u> <u>Section</u>
Type of foundation required		Calson, possibly mat	Calson, possibly mat	Calson, possibly mat	Pile/possibly mat	III.P.1
Groundwater depth/dewatering required?		10 ft./yes	10 ft./yes	10 ft./yes	7 ft./yes	III.P.1
Impact on vegetation and wildlife		None	None	None	None	III.P.2
Located in 100-year flood plain?		No	No	No	No	III.P.3
Construction will be consistent with local wind and earthquake conditions?		Yes	Yes	Yes	Yes	III.P.3
Most probable heating method		Steam	Steam	Steam	Steam	III.P.4
Anticipated exceedance of air quality standards due to traffic		None	None	None	None	III.P.4
Anticipated violations of city noise standards		None	None	None	None	III.P.5
Anticipated significant increases in traffic noise		None	None	None	None	III.P.5
Wind and shadow impacts (Notes: Detailed study of all possible designs on all four sites is not feasible. Wind and shadows will be design factors for architect; wind tunnel studies may be conducted if warranted).		Not known	Not known	Not known	Not known	III.P.6 III.P.7

Factors in which sites do or may vary significantly. In all other factors, differences between sites are minimal.

Massachusetts Vehicle Inspection and Maintenance Program the standard will be met by 1985 (the projected date of completion of the facility) whether the facility is constructed or not.

Construction activity would temporarily affect ambient air quality, increase noise levels, and disrupt traffic flows at the four sites. Construction related parameters are not critical and although they would vary somewhat between sites A, K, L and P, they would not be sufficiently different from site to site to cause one site to have a significant advantage over another. Noise and dust levels will be controlled during construction according to applicable safety requirements. The ordinary operation of the facility will not be a significant source of noise. Background noise levels are higher at Site P (L10 of 90) than at the other sites (L10 of 78) due to the proximity of the Green Line Elevated, the Commuter Rail, and the Expressway.

The proposed facility will have a beneficial economic impact on the immediate area of all the sites. The adopted land use plan and zoning for sites A, K, and L are compatible with the proposed project and no problem is anticipated in effecting the necessary zoning change to accommodate the building on Site P.

A Summary Matrix displaying the environmental considerations relevant to the final four alternative sites are included as Table 1.

III. LIST OF FEDERAL, STATE, AND LOCAL AGENCIES FROM WHICH COMMENTS HAVE BEEN RECEIVED:

Federal

- A. Environmental Protection Agency
- B. Federal Energy Regulatory Commission
- C. Department of Health and Human Services (formerly Department of Health, Education and Welfare) - Office of the Regional Director
- D. Department of Health and Human Services (formerly



Department of Health, Education and Welfare) -  
Social Security Administration

- E. Department of the Interior
- F. Department of Labor
- G. Small Business Administration

State

- H. Executive Office of Environmental Affairs
- I. Massachusetts Historical Commission

Local

- J. Boston Landmarks Commission
- K. Boston Preservation Alliance
- L. Boston Redevelopment Authority
- M. Massachusetts Bay Transportation Authority
- N. Mayor's Office of Cultural Affairs
- O. Metropolitan Area Planning Council (Areawide Clearinghouse)
- P. Society of Architectural Historians, New England Chapter
- Q. Washington and Tremont Street Neighborhood Association
- R. Conservation Law Foundation
- S. Massachusetts Rehabilitation Hospital
- T. Mondev International Ltd.
- U. Downtown North Association
- V. Massachusetts State Building and Construction Trades Council
- W. Massachusetts Labor Management Construction Committee

X. League of Women Voters of Boston

Y. Filene's

Z. Chinese Economic Development Council, Inc.

IV. DISTRIBUTION LIST FOR THE FINAL ENVIRONMENTAL IMPACT  
STATEMENT

A. Federal

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Honorable Edward M. Kennedy  
United States Senate  
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Honorable Paul Tsongas  
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Washington, DC 20510

Honorable Thomas P. O'Neill, Jr.  
Speaker of the House  
House of Representatives  
Washington, DC 20515

Honorable Brian J. Donnelly  
House of Representatives  
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Honorable John J. Moakley  
House of Representatives  
Washington, DC 20515

Committee on Environment and Public Works  
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Washington, DC 20510

Committee on Public Works and Transportation  
House of Representatives  
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Governor of Massachusetts  
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Division of Water Pollution Control  
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Department of Public Works  
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Construction Committee  
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V. A SUMMARY OF MAJOR ALTERNATIVES CONSIDERED:

A. No Action

The no action alternative is not considered to be a viable choice by GSA. Failure to take any action would mean that Federal agencies would continue to operate in various leased space scattered throughout the City of Boston, at a high cost to the Federal Government, and in many instances suffer from space limitations.

B. Acquisition of Space in an Existing Building for Consolidation of Present Leased Locations.

As a solution to the consolidation of agencies now in leased space, the possibility of acquiring a privately owned building/buildings was considered. A survey was made of several buildings in the downtown area but no one building or combination of buildings in reasonably close proximity to one another within the delineated area was found which could provide the required 638,000 square feet of occupiable area. Therefore this was not a feasible alternative.

C. Extension of Existing Government-owned Buildings for Consolidation of Present Leased Locations.

The Government-owned general purpose buildings do not satisfy all of the Federal space requirements in Boston. Because of physical, structural or site limitations, none can be expanded to provide the additional space required to consolidate agencies now in leased space.

D. Alternative Sites for New Construction

Fifteen sites were explored by GSA to locate the new FOB. After a public hearing, physical inspection, an analysis of advantages and disadvantages, the sites were reduced to seven, then to three. At the Mayor's and the Boston Redevelopment Authority's request, a fourth site was added for consideration.

VI. DATE DRAFT AND FINAL STATEMENTS MADE AVAILABLE TO THE ENVIRONMENTAL PROTECTION AGENCY AND THE PUBLIC:

Draft Statement: March 31, 1978

Additional Environmental Data: May 31, 1979

Final Statement: July 9, 1980



FINAL ENVIRONMENTAL IMPACT STATEMENT

New Federal Office Building  
Boston, Suffolk County, Massachusetts

General Services Administration  
Public Buildings Service  
Region One





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# FINAL ENVIRONMENTAL IMPACT STATEMENT

## I. INTRODUCTION

### A. Purpose and Objectives

Pursuant to the Public Buildings Act of 1959, as amended, the General Services Administration (GSA), provides for the facility and space needs of various Federal agencies. Under this authority and in accordance with a resolution of the Committee on Public Works and Transportation of the United States House of Representatives in September 1977, GSA has investigated the space needs of Federal agencies in the Boston, Massachusetts area. Based on this investigation, GSA is proposing the construction of a new Federal Office Building to house agencies presently located in leased office space in the Boston Area. This proposal is made after extensive analysis and evaluation of the feasibility of alternatives, including acquisition and utilization of an historically, architecturally, or culturally significant building or buildings.

### B. Community Profile

Boston, the largest city in New England and the capital of Massachusetts, is located in eastern Massachusetts on the Atlantic Ocean, about 220 miles northeast of New York City. (Figure 2) The 1970 population was 641,071 for the city and 2,753,700 for the metropolitan area. Boston is the center of the commercial, financial, wholesale and retail trade, and service activity for all of New England. The city is also the headquarters location of the New England Region for most Federal agencies. Of all GSA-controlled space occupied by Federal agencies in the Region, roughly 25% is in Boston.

### C. Background of Proposal

The John F. Kennedy Federal Building, completed in 1966, was intended to accommodate the space requirements of most of the Federal agencies then occupying leased space in Boston. Since that time, however, many new programs have been initiated and many new agencies created, resulting in continually expanding space requirements. The existing Federal



**FIGURE 2**  
**MAP OF BOSTON**



Buildings have not been able to accommodate these needs, and the agencies either have been housed in leased space or other agencies have been relocated to leased space in order to provide the necessary space in Government-owned buildings.

In addition to space in five GSA owned buildings, Federal agencies presently occupy about 565,000 square feet of general purpose leased space at various locations scattered throughout the Boston area. The proposed Federal Office Building would provide centralized, efficient first-class space for these agencies in addition to the Fish and Wildlife Service which is presently located in the suburban community of Newton, and would relieve the burden of administering numerous lease contracts. It would be constructed on a site to be acquired within a delineated area covering most of downtown Boston, including the North Station and South Station areas. (Figure 3)

## II. DESCRIPTION OF THE PROPOSED PROJECT

The proposed Federal Office Building will contain approximately 638,050 occupiable square feet, that is about 960,380 gross square feet. For a minimum required site of approximately 55,000 square feet, the building would have up to 22 floors above ground and three basement levels, including a 100,000 square foot parking garage. The estimated population of the building at the time of occupancy is about 3,000.

The occupiable area is divided as follows:

	<u>Square Feet</u>	<u>Personnel</u>
Agency Space	483,056	2,883
Building Service	19,550	17
Custodial	12,000	47
Reserve for future expansion	1,394	19
Parking garage	100,000	-
Multi-use space	22,050	
TOTAL OCCUPIABLE AREA	638,050	2,966
		say 3,000

Building service areas include conference rooms, vending facilities, cafeteria, minority-operated concessions, communications facilities, a health unit, a mail room, an information center, and Federal Protective Service facilities. The multi-use space



**FIGURE 3**

**DELINED AREA AND  
SITES INVESTIGATED**

**SCALE**  
1" = 800'

is provided to encourage public access and to provide multi-purpose space which can be utilized for community, cultural, educational, or recreational activities, as required by the Public Buildings Cooperative Use Act of 1976.

The agency space is proposed to be assigned as shown in the accompanying list. (Table II)

These agencies are presently housed in various government-owned and leased locations scattered throughout the Boston Metropolitan Area. (Figure 4) Three are located in the John F. Kennedy Federal Building, and are to be relocated to the new building for the dual purpose of resolving their own space problems and providing expansion space for other agencies. One is located in the suburban community of Newton. This agency is to be relocated to downtown Boston in conformance with the President's Urban Policy as implemented by Executive Order 12072. The U.S. Court of Appeals is presently located in the J.W. McCormack Post Office and Courthouse. The remaining agencies to be housed in the new building are presently located in leased space in the downtown Boston area.

It should be pointed out that these proposed space assignments are tentative for planning purposes in determining the required size of the new building. There may be reassignments of agency space between Government-owned and leased space before the proposed building is completed, so that agencies other than those listed above may finally be assigned to the new building. Regardless of this, the building will achieve its major objectives, which are to consolidate agencies to the greatest extent practicable, and to minimize the amount of leased space required.

The basement parking garage will provide spaces for about 285 vehicles. The spaces will be for official Government vehicles, visitors, and handicapped persons; no employee parking is to be provided.

The building will be designed to be accessible to the handicapped. It will comply with all applicable fire safety and Occupational Safety and Health Administration (OSHA) regulations. Energy conservation measures will be included, in conformance with the GSA publication Energy Conservation Design Guidelines for New Office Buildings. These guidelines were developed for GSA by three consulting firms, with input from architects, engineers, and industry. They suggest methods by which new buildings may be designed to achieve up to 60% savings in energy consumption over

TABLE II

PROPOSED OCCUPANTS OF NEW BOSTON FEDERAL BUILDING

<u>AGENCY</u>	<u>PERSONNEL</u>	<u>SQUARE FEET</u>	<u>PRESENT LOCATION</u>	<u>GOVERNMENT OWNED/LEASED</u>
Office of Personnel Management	73	11,800	3 Center Plaza	Leased
Consumer Product Safety Commission	29	5,367	100 Summer Street	Leased
Department of Education	271	35,000	New Agency	N/A
Department of Energy Area Off.	120	15,441	Analox Building	Leased
Federal Trade Commission	31	8,000	Analox Building	Leased
Interstate Commerce Commission	33	7,700	Ahalox Building	Leased
Equal Employment Opportunity Commission	32	7,097	Analox Building	Leased
Social Security District Office	68	10,275	31 St. James Avenue	Leased
Geological Survey	60	9,325	Analox Building	Leased
Housing and Urban Development Area Office	292	37,570	Bulfinch Building	Leased
Housing and Urban Development Regional Office	163	30,711	JFK Federal Building	Government Owned
Small Business Administration Area Office	58	10,210	89 Broad Street	Leased
National Security Agency	11	2,930	10 High Street	Leased
Labor, Regional Office	344	63,112	JFK Federal Building	Government Owned
Labor, Management Services Administration	36	6,972	110 Tremont Street	Leased
Labor, Occupational Safety and Health Administration	33	5,571	16-18 North Street	Leased
Labor, Employment Standards Administration Area Office	22	1,823	100 Summer Street	Leased
Bureau of Customs Regional Office	192	38,275	100 Summer Street	Leased
National Labor Relations Board	109	21,953	99 High Street	Leased



TABLE II (cont.)

<u>AGENCY</u>	<u>PERSONNEL</u>	<u>SQUARE FEET</u>	<u>PRESENT LOCATION</u>	<u>GOVERNMENT OWNED/LEASED</u>
Internal Revenue Service	162	29,674	100 Summer Street	Leased
Regional Functions				
Savings Bonds Division	10	1,180	16-18 North Street	Leased
Treasury Department				
Alcohol, Tobacco and				
Firearms Division	97	14,025	JFK Federal Building/ 89 Broad Street	Government Owned/ Leased
Treasury Department				
General Accounting				
Office	131	15,000	100 Summer Street	Leased
Community Relations Service				
Justice Department	19	1,965	100 Summer Street	Leased
Merit System Protection				
Board	7	1,755	100 Summer Street	Leased
Federal Mediation and				
Conciliation Service	18	4,902	100 Summer Street	Leased
Social Security Area Office	6	1,205	100 Summer Street	Leased
Securities and Exchange				
Commission	42	8,772	150 Causeway Street	Leased
Secret Service	49	9,470	470 Atlantic Avenue	Leased
Fish and Wildlife Service				
Regional Office	300	36,376	Newton, Mass.	Leased
National Credit Union				
Administration	30	6,600	441 Stuart Street	Leased
U. S. Court of Appeals	35	23,000	J. W. McCormack Place	Government Owned
TOTAL	2,883	483,056		



**FIGURE 4**  
**EXISTING SPACE**  
**LEASED BY GSA**

conventional construction methods. Purposely constructed in a combination of guidelines and performance terms, the consultant's recommendations permit architects and engineers the greatest latitude of design to encourage innovation in response to energy conservation principles.

A Preliminary Energy Analysis has been performed and a preliminary energy performance design goal of 31,000 BTU's per square foot per year has been established by GSA for the proposed structure. This should be compared to a 75,000 BTU per square foot GSA goal for an existing structure or to an actual consumption of an average building of 150,000 BTU's per square foot per year. Co-generation, passive solar treatment, extensive use of insulation, heat reclamation, minimized glazing, high efficiency air handling systems, and utilization of an Energy Monitoring and Control System will be evaluated along with other technologies to attain the new goal.

### III. DESCRIPTION OF THE ENVIRONMENT AND ENVIRONMENTAL IMPACTS

#### A. Community Land Use and Plans

##### 1. Delineated Area and Site Selection Process

The delineated area (DA) within which the new Federal Office Building is proposed to be constructed was determined using standard GSA Area Delineation Model procedures. Out of 325 census tracts in the initial study area, four tracts in downtown Boston were selected as best meeting the requirements of the proposed project. These include the mission and program requirements of the executive agencies to be housed therein, zoning for high-rise development, location of historic districts, availability of purchase steam, proximity to the Government Center area, and availability of public transportation. The delineated area was refined to exclude Boston Common, the Public Garden, and the areas south of the Massachusetts Turnpike (I-90) and east of the Fitzgerald Expressway (I-93). It was later further revised to include the North Station and South Station areas, and to exclude Park Square and the South Cove.

A site investigation was conducted, pursuant to GSA Order PBS P 1600.5A, on February 1 and 2, 1979, for purposes of investigating fifteen sites within the delineated area which had been identified to GSA for consideration (Figure 3) as a result of newspaper advertisements and a public hearing held on January 31, 1979. Each site was physically inspected and discussed in detail by GSA's site investigation team prior to a decision for elimination or further consideration. The site investigation team of eleven persons included planners, appraisers, realty specialists, and civil engineers. Criteria used in the team's evaluation included site size, location, configuration, geology, improvements, architectural or historical significance, zoning, impact on surrounding structures, transportation accessibility, relocation requirements for present owners and tenants, and any other obvious advantages or disadvantages including socio economic impacts. By applying these criteria, the original list of fifteen sites was reduced to seven. Further review of these seven sites using the same criteria in greater detail resulted in the selection of three of the alternate sites discussed in this report. These three sites (Figure 1) are:

Site A - bounded by Washington and Essex Streets, Norfolk Place, and Harrison Avenue,

Site K - bounded by Tremont, Boylston, Washington, and Avery Streets, but excluding the Masonic Temple at Tremont and Boylston Streets and

Site L - bounded by Summer, Kingston, Essex, and Lincoln Streets.

The fourth site under consideration was proposed to GSA by Mayor Kevin White and Robert J. Ryan, Director of the Boston Redevelopment Authority in January of 1980, as part of the North Station Redevelopment Plan ("Safdie Plan"). (Figure 1 and 10). It has been designated Site P.

Site P - bounded approximately by Causeway Street, Billerica Street, Cotting Street, and the Boston Garden.



## 2. Central Business District

Most of Boston's Central Business District (C.B.D.) is located within the delineated area. The C.B.D. includes, roughly from north to south, Government Center, the Financial District, the Retail District, Chinatown, the South Cove, and Park Square. (Figure 5). Within Government Center are located numerous Federal, State, and local government buildings. The Retail District includes most of Boston's major department stores and many smaller ones. The Financial District lies east of the Retail District, and is bounded roughly by Devonshire Street, State Street, and the Fitzgerald Expressway. It includes the John W. McCormack Post Office and Courthouse along with many financial institutions. Chinatown lies to the south of the Retail District, roughly between Essex Street, Washington Street, the Fitzgerald Expressway, and the Massachusetts Turnpike. The area includes many restaurants, shops, and residences. The "adult entertainment district" is located along Washington Street between Stuart and Bedford Streets, and contains many bars, nightclubs, and movie theaters. Along Washington and Tremont Streets is the theater district and to the west lies South Cove bounded roughly by Berkeley, Stuart, and Tremont Streets and the Massachusetts Turnpike. It contains a mix of small residences, shops, and offices. Park Square comprises the remainder of the C.B.D., and is bounded by Boylston, Tremont, Stuart, and Berkeley Streets. In this area are located bus depots, restaurants, shops, and several large hotels and office buildings.

Sites A, K, and L are all located within the C.B.D. Site A is located on the fringe of the adult entertainment district, just south of the Retail District, and northwest of Chinatown. Site K faces Boston Common across Tremont Street, is also on the fringe of the adult entertainment district, and just south of the Retail District. It is immediately adjacent to the Park Square area to the west. Site L is located a few blocks east of the Retail District, northeast of Chinatown, and on the fringes of the Financial District and the South Station Manufacturing and Commercial District. All three sites are located about three blocks from the corner of Summer and Washington Streets, generally considered the "100% location" in downtown Boston.





**FIGURE 5**

**CENTRAL BUSINESS DISTRICT**

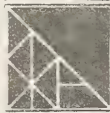
Site P is located in the North Station area, 3 blocks north of the C.B.D. and 7 blocks from the 100% location. (Figure 6)

### 3. Urban Renewal Areas and Redevelopment Projects

The delineated area encompasses all or part of seven urban renewal areas: Government Center, Waterfront/Faneuil Hall, School-Franklin, Bedford West/Lafayette Place, Boylston-Essex, Park Plaza, and South Station. (Figure 7). Immediately adjacent to the delineated area are four additional urban renewal areas: West End, South Cove, New York Streets, and South End. The four alternate sites lie within or adjacent to six urban renewal areas: Bedford West/Lafayette Place, Boylston-Essex, Park Plaza, South Station, South Cove, and Government Center. In addition, the Downtown Crossing, Theatre District, and North Station redevelopment projects, several new office buildings, and the expanding Chinese community are important redevelopment forces within the immediate vicinity of the four sites.

Bedford West/Lafayette Place, located in the retail core of the C.B.D., originally covered the block bounded by Washington and Bedford Streets, Harrison Avenue Extension, and Norfolk Place. It included retail, office, commercial development, a hotel, underground parking for 900 cars, street improvements, and utility adjustments. Largely prompted by the new Jordan Marsh building, the plan has been expanded to include the area covered by the former Jordan Marsh Annex, the site of the former Hayward Place parking garage, vacant land owned by Boston Edison to the east of Chauncy Street, and construction of a new street connecting the South Station area with Washington Street. Also included is a six year C.B.D. public improvements program including mini-parks and street adjustments, and improvements to the Washington, Essex, and Park Street subway stations. Pedestrian and street improvements have been undertaken along Washington, Summer, Chauncy, and Arch Streets in the vicinity of the new Jordan Marsh, Charlestown Savings Bank, and Union Warren Savings Bank buildings. Demolition of the Jordan Marsh annex is complete and ground has been broken for a new underground parking garage.





# NORTH STATION REDEVELOPMENT PROJECT

BOSTON REDEVELOPMENT AUTHORITY

## EXISTING LAND USE

0 200 400 FT  
0 50 100 M



CHARLES

RIVER

FIGURE 6

Water

Open or Unimproved

Industrial

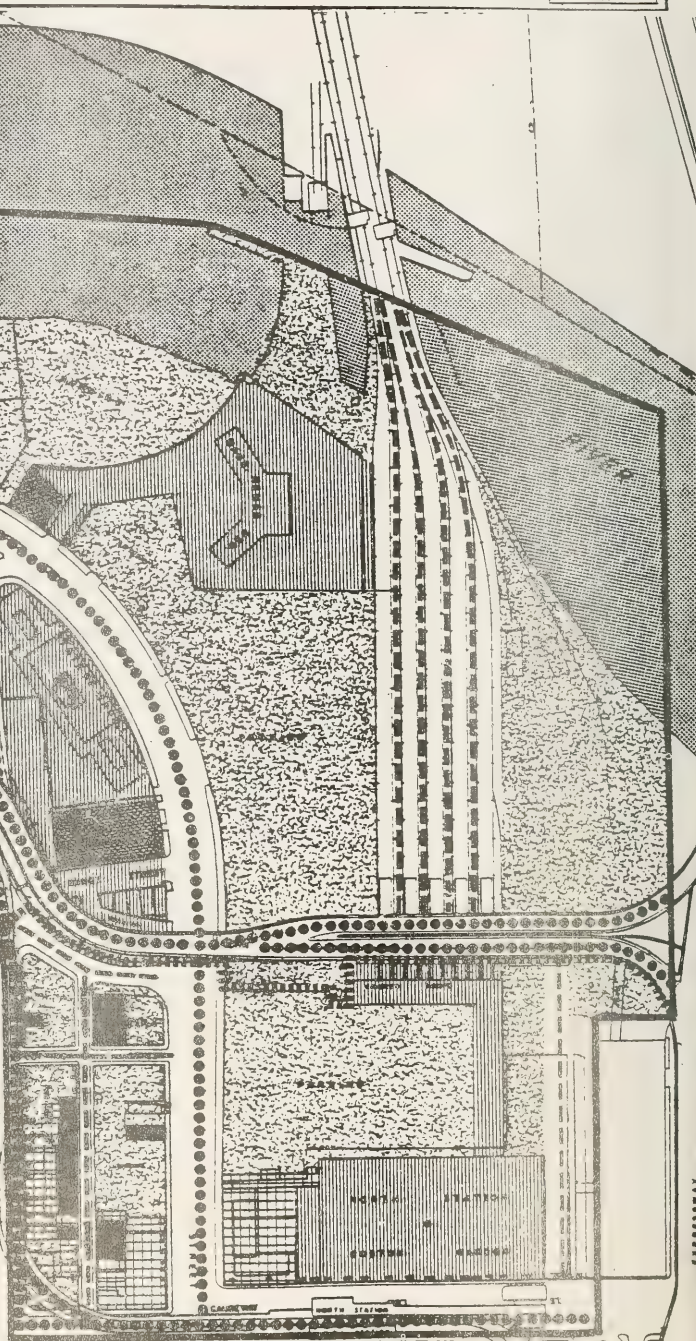
Commercial

Residential

Institutional, Public,  
Semi-Public

Streets, Alleys,  
Public Right of Way

Major  
Transportation







Key components of the present Lafayette Place project include a 300,000 square foot retail center and a 500-room hotel, in addition to the proposed new arterial street and other traffic improvements mentioned above.

The Boylston-Essex project, which has been completed, includes street realignment, open space, commercial development, a new entrance to Essex subway station, realignment of Boylston Street, and the new Liberty Tree Park.

The Park Plaza project covers 35 acres in the Park Square area, and is now proposed as a combined development of private investment and State Department of Public Utilities funds. Currently planned are 300 apartment units, a 480 room hotel, 155,000 square feet of retail space, 1,115,000 square feet of office space, and parking for 1250 cars. Included in the project is an L-shaped, mid-rise State Transportation Building with about 600,000 square feet of office space, a 60,000 square foot shopping arcade, and enclosed parking for 400 cars. Demolition of existing structures is presently underway, and the City expects construction to begin in the Fall of 1980. This complex would extend along Charles Street and Stuart Street to the corner of Tremont. The project also includes a mid-rise hotel and office building with street-level retail space along Boylston Street between Arlington and Charles Streets, and a high-rise apartment building in the triangle formed by Charles and Stuart Streets and Columbus Ave. The "Piano Row" buildings along Boylston Street between Charles and Tremont Streets (facing the Common) and the Park Plaza Hotel on Arlington Street between Providence Street and Columbus Ave., are proposed to remain.

The South Station project provides for transportation, office, commercial, and parking uses. The Massachusetts Bay Transportation Authority (MBTA), funded by the Federal Railroad Administration (FRA) and the Urban Mass Transportation Administration (UMTA), intends to completely refurbish the station to create a new Transportation Center. This Center will provide terminal facilities for commuter and intercity trains, rapid transit, and interstate bus lines, and is scheduled for completion by 1982. Also included in the project is a 2,000



space parking garage, a 600 room hotel, and 500,000 square feet of office space. Constructed to date are three office buildings, traffic and public utilities improvements, and street widenings and realignments.

The South Cove Project covers 96.5 acres and includes residential, institutional, commercial and entertainment uses. Completed are two residential complexes, a retail and apartment building, a hotel-retail-garage complex, rehabilitation housing, a church, elderly housing, the expansion of a high school, the South Cove Plaza, and various community facilities. Underway are a subway tunnel, street relocation, water and sewer improvements, tree planting, and installation of traffic signs and signals. Still proposed are several retail and parking facilities, a Chinese community center, and additional housing developments. The Tufts New England Medical Center (TNEMC) is also included in the South Cove project area. Recent developments of TNEMC include a new doctor's building, a new dental building, and a parking garage. Underway are a nutrition research center by the U.S. Department of Agriculture, a pediatric hospital wing which will use air rights to bridge across Washington Street, and expansion of the Music Hall Theatre. All of the anticipated expansion of TNEMC is planned to occur within a 13 acre area south of Stuart Street, which is covered by a cooperation agreement between TNEMC and the Boston Redevelopment Authority (BRA).

The Downtown Crossing is the new name for the former Boston Transit and Traffic Improvement Project. This \$4.5 million project is being carried out jointly by the City, the BRA, and the MBTA, with Federal funding from the Urban Mass Transit Administration and the Federal Highway Administration. It includes the area bounded by State, Court, Tremont, Stuart, and Kneeland Streets and the Central Artery, and consists of three basic components: (1) new circulation systems for buses, pedestrians, cars, taxis, and delivery trucks, (2) reconstruction of Winter, Summer, and Washington Streets, and (3) special programs for increased bus operations, maintenance, enforcement, promotion, and evaluation. The new circulation patterns were implemented in September 1978, the first phase of construction was completed

in 1979 and subsequent phases are in planning. The Downtown Crossing project includes the prohibition of private automobile traffic in a 10 block area of the Retail District, allowing for limited use by trucks, taxis, and buses at various hours of the day.

The Theatre District Project is a joint effort of the BRA, the Mayor's Office of Cultural Affairs (OCA), and the Mayor's Office of Federal Relations to solve the physical and cultural problems of this presently fragmented and rundown area. A major planning effort began in the Fall of 1978, and the BRA issued its preliminary report Boston's Theatre District: A Program for Revitalization in May 1979. The report was intended as both a summation of planning activities up to that time, and as a stimulus towards the realization of the proposed concepts and plans. The report presented the findings of a study conducted by Benjamin Thompson and Associates, architects of the widely-acclaimed Faneuil Hall Marketplace. The firm was contracted by the BRA to provide a conceptual plan for the District, preliminary proposals as to how the public environment of the District could be treated, and a series of alternative feasibility studies for the development parcel at Tremont and Stuart Streets. The Study identified and suggested development schemes for three major "corners" to act as foci for the District: "Theatre Corner" at Boylston and Tremont Streets, "Tremont Circus" at Tremont and Stuart Streets, and "Liberty Square" at Boylston/Essex and Washington Streets. The Study also suggested development of a pedestrian path through the District, and development of the Tremont/Stuart parcel with retail/restaurant/entertainment uses on the first two floors and offices, housing, or a small hotel above. Also suggested by the Study were a hotel in the LaGrange Street area, a "greenhouse" restaurant abutting the Wilbur Theatre on Tremont Street, and a "Black Box" experimental Opera Company facility in Park Square. The last part of the Study dealt with design of the environment within the public domain, and suggested development of various amenities including lighting, paving materials, street furniture, information kiosks, neon lighting, and signage. Other recommendations of the study included promotion of second floor retail and restaurant uses, the use of arcades and awnings over sidewalks, and the appropriate use of neon lighting. All of the

recommendations and proposals were intended to be suggestive rather than definitive. The Theatre District Report also summarized the findings of surveys which had recently been completed by the BRA of building uses, building vacancies, building conditions, buildings of architectural and historical significance, and parking. It also summarized the findings of a joint BRA/OCA survey of the theatre market. Two projects that are underway which will serve as anchors for the revitalized Theatre District are the Music Hall expansion (mentioned above under the South Cove project) and the Savoy Theatre expansion by its new owners, the Opera Company of Boston. Additionally proposals for renovation of the Paramount, Publix, and Pilgrim Theatres are presently being considered by the BRA. A BRA-Ford Foundation Study of the Adult Entertainment District is underway which will provide guidelines for the social and economic transformation of the area.

The North Station District Development Plan (the Safdie Plan) is a 3 phase 15 year plan for the complete rehabilitation of the area between the Government Center and the Charles River. This area has previously been blighted by the effects of the expressway and the MBTA Green Line Elevated. The plan encompasses commercial, residential, office, hotel, and open space uses focused on a mixed use island created in the Charles River by the digging of a canal. Major elements of the Plan include:

Phase I (1-3 years)

- (1) Demolition of Green Line Elevated
- (2) Rehabilitation of the Bulfinch Triangle
- (3) Rehabilitation of the Boston Garden
- (4) Demolition of the Madison Hotel
- (5) Widening of Lomasney Way and Merrimac Road
- (6) Causeway Street Improvements

Phase II (4-7 years)

- (1) New construction (in-fill) on Bulfinch Triangle
- (2) Rehabilitation of Anallex Building
- (3) Close Nashua Street
- (4) Demolish Registry of Motor Vehicles
- (5) Construction of Canal
- (6) New Northbound Connector

Phase III (8-15 years)

- (1) New construction on Waterfront and island
- (2) New Southbound Connector

The area has been declared a Commercial Area Revitalization District by the State Department of Community Affairs in order to provide financial assistance to business development. The City Council has declared the area a "federally unassisted urban renewal area" in order to facilitate coordination of development and transit improvements. The City of Boston through the Boston Redevelopment Authority has committed itself to perform all land assembly for the proposed federal office building (Site P), to perform any infrastructure improvements including streets and utilities that would be necessary to the proposed building, and to remove the MBTA Green Line Elevated. It has made these commitments to enable GSA to include Site P as a fourth potential site for consideration for the location of the proposed new Federal Building.

Major office buildings which have recently been completed within the vicinity of the four alternate sites include the Stone and Webster Building on Summer Street (799,819 rentable square feet), the Federal Reserve Bank Building on Atlantic Avenue (1,000,000 r.s.f.), 175 Federal Street (200,000 r.s.f.), the Keystone Building at 99 High Street (775,000 r.s.f.), the Blue Cross Building at 100 Summer Street (1,034,752 r.s.f.), and the First National Bank Building at 100 Federal Street (1,400,000 r.s.f.). All of these new buildings are located in the vicinity of South Station or in the southern portion of the Financial District. Major proposed office buildings include the State Transportation Building (600,000 square feet) and the proposed Boylston Street development (500,000 s.f.), both located within the Park Plaza project outlined above. The North Station District Development Plan projects an additional 1.6 million square feet of office space in the North Station Area over a 15 year period. Many of the other urban renewal and redevelopment projects described above also include smaller amounts of office space.

Boston's Chinese community, centered around Beach Street between Washington Street and the Central Artery, is the fourth largest "Chinatown" in the nation. Two major factors are contributing to the growth of the neighborhood: recent physical changes as a result of the South Cove and Boylston-Essex urban renewal projects, and recent changes in U.S.



immigration laws which place fewer restrictions on the entrance of Orientals into the country. Chinese interests have recently purchased existing buildings along Washington Street between Essex and Stuart Streets in an attempt to meet some of the increasing demands for housing and services. The BRA anticipates that further expansion of Chinatown towards Washington Street will continue in the foreseeable future, and proposes that Chinese uses be encouraged to replace adult entertainment uses along Washington Street.

Site A is located immediately adjacent to phase two of the Park Plaza project, the Boylston-Essex project, and Chinatown, and overlaps the Lafayette Place project. It is also located within the boundaries of the Downtown Crossing and Theatre District projects and within two blocks of the TNEMC area. One of the 18 theatres in the Theatre District, the Essex (formerly the RKO Boston), is located on Site A, although there are no known rehabilitation plans for this facility, which now serves as a movie theatre. The portion of Site A lying between Norfolk and Hayward Places is also included in the Lafayette Place project. As part of this project the Hayward Place mechanical parking garage has been demolished and will temporarily be used as a landscaped parking lot for approximately 200 cars. The project developer is currently negotiating with a major department store chain for possible construction on this parcel. These negotiations may result in the parcel's development being included in the first phase of the overall project, rather than in the second phase as originally proposed. Site A is part of the "Lower Washington Street Area", which was the subject of a revitalization program report published by the BRA in June 1978. The area is identified in the report as the critical missing link between the Savoy Theatre area to the north and the core of the legitimate theatre district to the south, and between Lafayette place to the northeast and Park Plaza to the west. Development of Site A as a Federal Office Building with appropriate street level retail and commercial use, would partially fulfill the goals of the Lower Washington Street report by providing a portion of the link between the two theatre areas. Various parties including Chinese interests have expressed interest in purchasing the property.



Site K is immediately adjacent to the Park Plaza, Lafayette Place, and Boylston-Essex projects, within the boundaries of the Downtown Crossing and Theatre District projects, and within two blocks of the TNEMC area and Chinatown. Two of the 18 Theatre District theatres, the State (formerly the Park) and the Astor (formerly the Tremont) are located on the site. Both of these theatres now serve as adult entertainment movie houses, and are not known to be planned for any specific rehabilitation projects. Site K is also included in the "Lower Washington Street Area" report, and is suggested in the report as a possible location for two new housing projects. The report emphasizes, however, that the suggested projects are only examples of possible development schemes for the site, and that no developer for the projects has been identified. It also acknowledges that office development would be a more economic use for the site than housing. By letter dated January 29, 1979 (Section XV, Appendix H) the BRA identified 9 sites as potential locations for the new Federal Office Building. One of these sites, designated Site E in the attachment to the BRA's letter was a portion of the site designated Site K by GSA. The development of Site K as a Federal Office Building, with appropriate street level commercial use, and the possible incorporation of one or both of the theatres, could serve to link both the north and south portions of the Theatre District and the Park Plaza and Lafayette Place developments, and to catalyze further rehabilitation of the adult entertainment and lower Tremont Street areas.

Site L is located immediately adjacent to the Lafayette Place and South Station projects and Chinatown, and within the boundaries of the Downtown Crossing. It is also near many of the recently constructed major office buildings. The Lafayette Place project includes the widening of Essex Street along the south side of Site L and construction of a new connector street to Washington Street. This will slightly decrease the available area of the site. The BRA proposes to retain the Bedford Street garage in the short term to supplement parking to be provided in the Lafayette Place project, and to demolish the Lincoln Street garage and exchange the

land for a vacant parcel on Chauncy Street presently owned by Boston Edison. Since the publication of the Draft E.I.S. much of this site has been assembled by local development interests, who are proceeding with their project plans.

Site P is located within the North Station federally unassisted Urban Renewal Area and the older Government Center Urban Renewal Area. The widening and reconstruction of Lomasney Way, Minot, and Causeway Streets will require 35,000 square feet of the site leaving 122,000 square feet. The location of the Federal Office Building at this site is favored by the Mayor and the BRA as a catalyst to development.

#### 4. Zoning

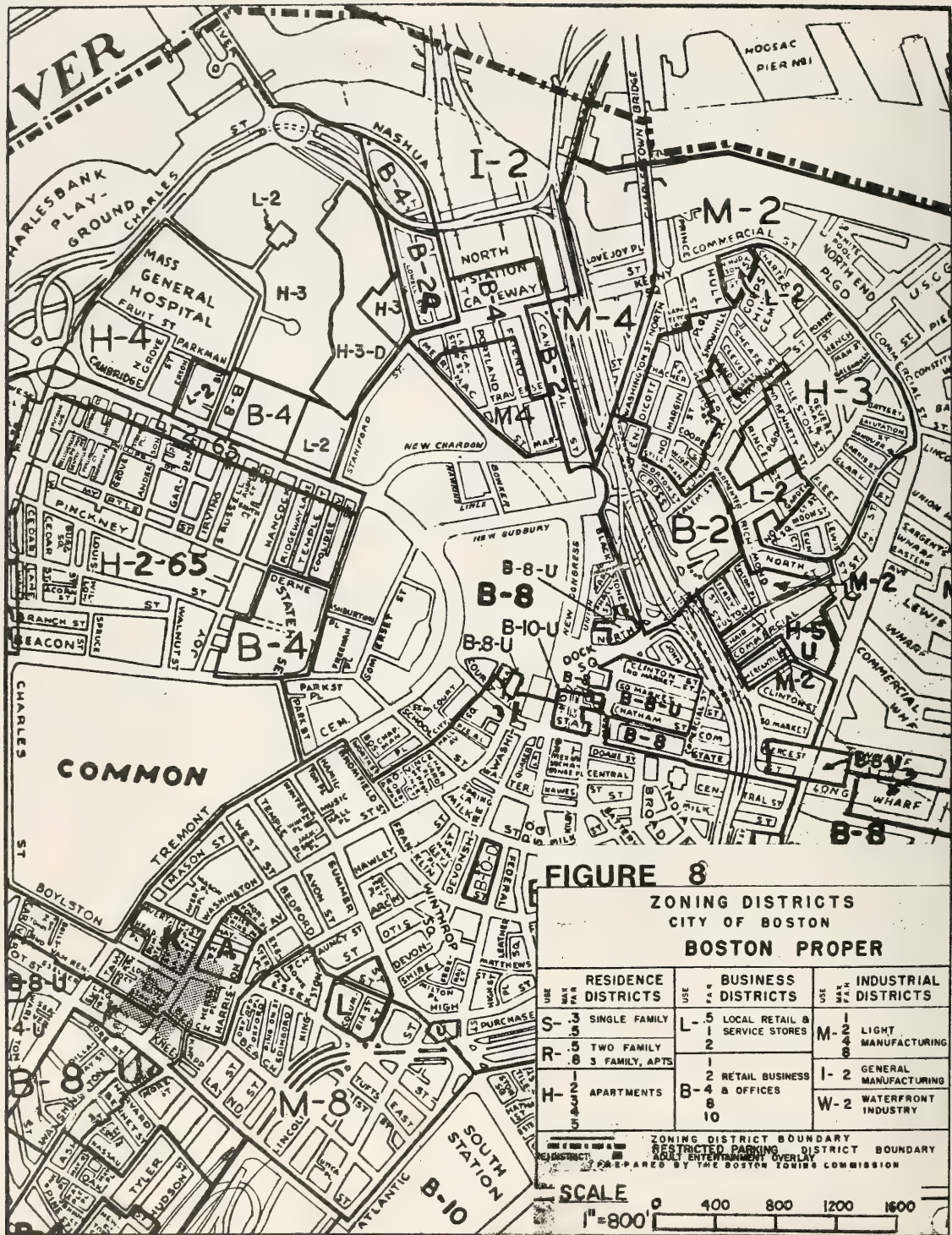
The City of Boston has enacted a comprehensive zoning ordinance providing for several types of residential, commercial, and business districts. (Figure 8). The Code prescribes floor area ratios (FAR), defined as the ratio of the gross floor area of a structure to the total area of the lot; setbacks; rear yards; and parking requirements.

The proposed Federal Office Building is an allowed use in either business or manufacturing districts. Section 23-6 of the Code (Chapter 665 of the Acts of 1956 as amended) provides an exemption to the offstreet parking requirement for lots zoned for a FAR of 8 or 10. Three of the proposed sites fall presently within this exemption.

Sites K and A are each zoned B-10 indicating retail business and office use with an FAR of 10. Both Sites K and A are also in the special overlay district in which adult book stores and entertainment are allowed.

Site K is subject to Section 16-6(c) which prescribes that any building or portion thereof within one hundred feet of Tremont Street between West Street and Boylston Street be restricted to a 155 foot maximum height. This restriction is imposed for the benefit of Boston Common and the Public Garden.

Site L is zoned partially in zone B-10, however the area south of Bedford Street is zoned M-8, that is, light manufacturing with an FAR of 8. Office buildings are an allowed use.





The complex as conceived will meet area and height regulations. Further, all three alternate sites are exempt from parking requirements.

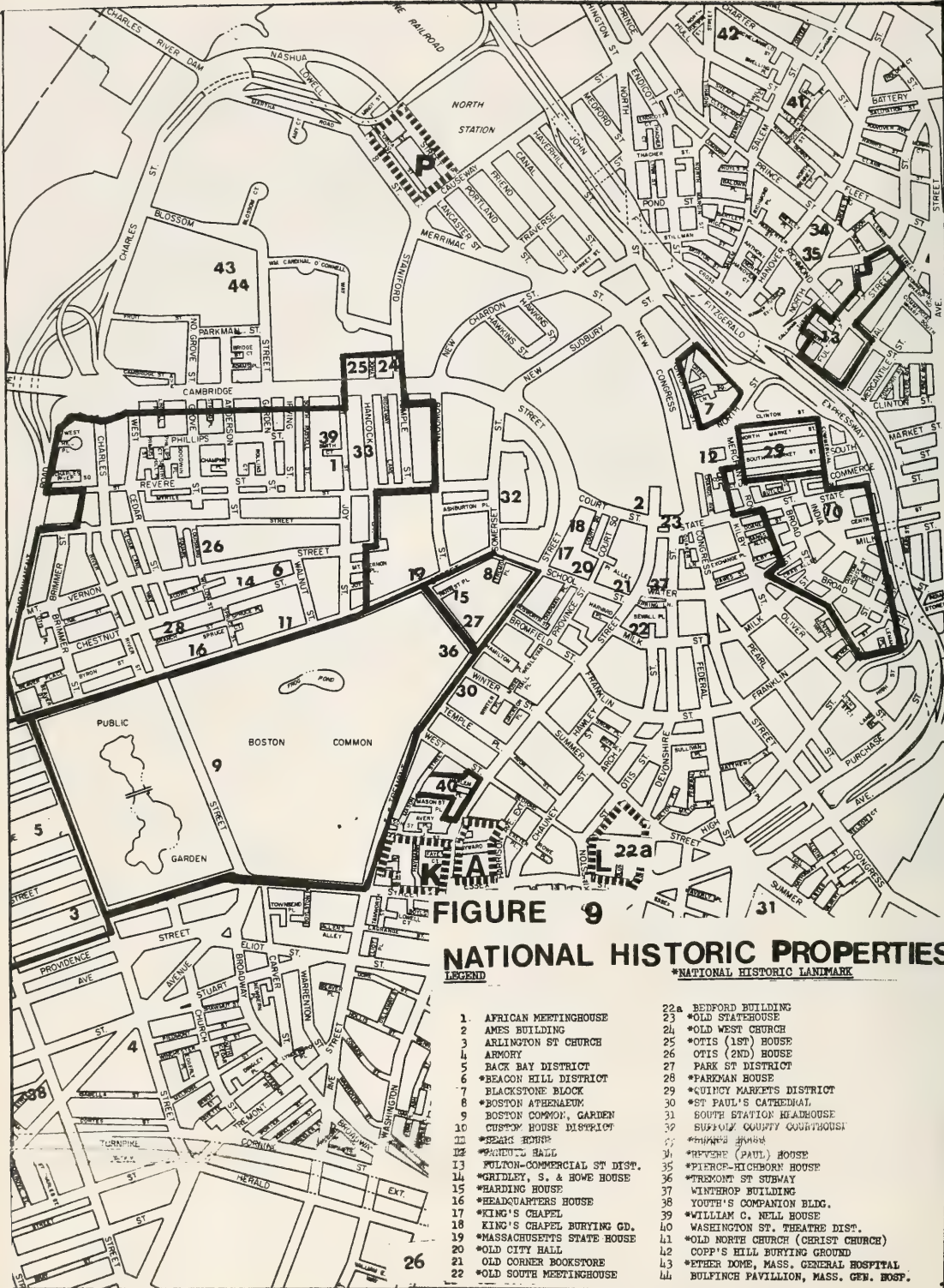
Site P is included within the North Station District Area and as such its land use planning is now under the jurisdiction of the Boston Redevelopment Authority. Thus although Site P is currently zoned B-2 a variance of the FAR limitation could be easily obtained. The height of the proposed structure would be compatible with the Safdie conception for the North Station area. The Safdie Plan ("A Development Plan for North Station District") proposes rezoning the Site B-8. Such zoning would bring the site within the exemption to the offstreet parking requirement (ch.665 of the Acts of 1956 as amended).

B. Historic and Cultural Resources - Public Buildings Cooperative Use Act

1. Historical

Due to its importance as an early colonial port, and later as the locale for many events associated with the American Revolution, downtown Boston abounds in sites and buildings of historical significance. Figure 9 indicates those properties in or near the delineated area which are on the National Register of Historic Places.

In compliance with the Public Buildings Cooperative Use Act of 1976, GSA requested the Advisory Council on Historic Preservation to identify any existing buildings in the delineated area which are of historic, architectural, or cultural significance and which would be suitable for acquisition to meet the space requirements of the Federal Government. The Advisory Council has furnished GSA with its preliminary findings (Section XV, Appendix J) which concluded that there are a number of properties in the Boston Central Business District that meet the test of significance, and which appear to be available for possible Federal acquisition and use. However, no combination of buildings in reasonably close proximity to one another can provide the complete amount of space required by GSA to consolidate Federal activities. Therefore, the



**FIGURE 9**  
**NATIONAL HISTORIC PROPERTIES**  
 \*NATIONAL HISTORIC LANDMARK

**LEGEND**

- |     |                             |      |                                      |
|-----|-----------------------------|------|--------------------------------------|
| 1.  | AFRICAN MEETINGHOUSE        | 22a. | BEDFORD BUILDING                     |
| 2.  | AMES BUILDING               | 23.  | *OLD STATEHOUSE                      |
| 3.  | ARLINGTON ST CHURCH         | 24.  | *OLD WEST CHURCH                     |
| 4.  | ARMORY                      | 25.  | *OTIS (1ST) HOUSE                    |
| 5.  | BACK BAY DISTRICT           | 26.  | OTIS (2ND) HOUSE                     |
| 6.  | *BEACON HILL DISTRICT       | 27.  | PARK ST DISTRICT                     |
| 7.  | BLACKSTONE BLOCK            | 28.  | *FARMAN HOUSE                        |
| 8.  | *BOSTON ATHENAEUM           | 29.  | *QUINCY MARKETS DISTRICT             |
| 9.  | BOSTON COMMON, GARDEN       | 30.  | *ST PAUL'S CATHEDRAL                 |
| 10. | CUSTOM HOUSE DISTRICT       | 31.  | SOUTH STATION HEADHOUSE              |
| 11. | *DEANE HOUSE                | 32.  | SUFFOLK COUNTY COURTHOUSE            |
| 12. | *FANEUIL HALL               | 33.  | *MILNERS HOUSE                       |
| 13. | FOLSON-COMMERCIAL ST. DIST. | 34.  | *REVERE (PAUL) HOUSE                 |
| 14. | *WRIGHT, S. & HOWE HOUSE    | 35.  | *PIERCE-RICHMOND HOUSE               |
| 15. | *HEADING HOUSE              | 36.  | *TREMONT ST SUBWAY                   |
| 16. | *HEADQUARTERS HOUSE         | 37.  | WINTEROP BUILDING                    |
| 17. | *KING'S CHAPEL              | 38.  | YOUTH'S COMPANION BLDG.              |
| 18. | KING'S CHAPEL BURYING GD.   | 39.  | *WILLIAM C. NELL HOUSE               |
| 19. | *MASSACHUSETTS STATE HOUSE  | 40.  | WASHINGTON ST. THEATRE DIST.         |
| 20. | *OLD CITY HALL              | 41.  | *OLD NORTH CHURCH (CHRIST CHURCH)    |
| 21. | OLD CORNER BOOKSTORE        | 42.  | COPP'S HILL BURYING GROUND           |
| 22. | *OLD SOUTH MEETINGHOUSE     | 43.  | *ETHER DOME, MASS. GENERAL HOSPITAL  |
|     |                             | 44.  | BULFINCH PAVILLION, MASS. GEN. HOSP. |



Council has suggested that the potential buildings may be included as a part of a total project which would consist of a combination of acquisition and renovation, and construction.

GSA's request was transmitted to the Advisory Council in November, 1977, but their reply was not received until March, 1978, shortly before the deadline for submission of GSA's report to the Committee on Public Works and Transportation. GSA, therefore, was not able to perform a thorough study on the cost and feasibility of implementing the Advisory Council's suggestions prior to the DEIS. At a site investigation meeting held in Boston on February 1, 1979, the GSA Regional Historic Preservation Officer was verbally advised by the Advisory Council representative that the Council was withdrawing from further consideration two of the three areas identified as having "excellent potential" in its Preliminary Findings report to GSA, namely, the "Custom House District" and the "Adult Entertainment Area", specifically the area known as the Hinge Block bounded by Boylston, Stuart, Tremont and Washington Streets. This left the Church Green site as the only location having, in the opinion of the Advisory Council, "excellent potential".

In compliance with the Public Buildings Cooperative Use Act, during the development of the project, GSA investigated the feasibility of using several existing buildings in downtown Boston. Of the few available identified, none was found which could meet the total space needs of the Government. One of the buildings so identified was the former Federal Reserve Bank building at 30 Pearl Street. This structure would have been able to satisfy approximately 50% of the space requirement. The alternative of using existing buildings independent of new construction is more fully discussed in Section V.B.

Upon authorization to proceed with the site investigation, GSA advertised for site offers, including buildings having historic, architectural or cultural significance (including but not limited to those listed or eligible to be listed on the National Register of Historic Places) which might be suitable for consideration for meeting part or all of the Government's needs, and also publicized the dates of a public meeting and the site investigation. The

Advisory Council on Historic Preservation and the Boston Preservation Alliance were notified of the dates and were invited and did participate in the site investigation. They will also be afforded an opportunity to review and comment on the site investigation report prior to site selection.

As of the date of the site investigation and pending the procurement of an official conservator, a member of the Art-in-Architecture and Historic Preservation Staff of the GSA Washington Office served as interim conservator to assist the regional office in its investigation and evaluation of sites and historic structures. (Section XV, Appendix D). At the outset of the investigation period, the Boston Preservation Alliance submitted a report of possible sites which had been prepared at the request of the Advisory Council, and which identified for each site the extent, in the opinion of the Preservation Alliance, of its historic resources. In the interest of brevity that first report is not included; its content overlaps that of the Advisory Council Preliminary Findings (Section XV, Appendix J) and is reflected in the later BPA report (Section XV, Appendix C). During the course of the site investigation, numerous meetings were held with representatives of the Alliance and the Boston Landmarks Commission concerning the status of the investigation and for exchanging information. The Preservation Alliance furnished a second report (Section XV, Appendix C) at GSA's request, on seven sites containing potentially historic structures, and later furnished a massing study for the Church Green site alone which was reiterated to be the preferred site of the BPA. The study was presented for discussion at a meeting between GSA and BPA representatives but was retained by the BPA.

In compliance with the requirements of Section 106 of the National Historic Preservation Act and Section 2(b) of Executive Order 11593, a request for a Determination of Eligibility for inclusion in the National Register of Historic Places was prepared by the Conservator under contract with GSA for all structures on the three sites being considered, and the opinion of the Massachusetts State Historic Preservation Officer (Section XV, Appendix K) was solicited thereon prior to the submission of the request to the Department of Interior. Because the Request was so voluminous, it was infeasible to

include it herein in its entirety and a copy of only the Summary page for each of the three sites is incorporated in Section XV, Appendix L. However, during the 30 day period following EPA's publication in the Federal Register of Notice of the Availability of this Final Environmental Impact Statement the full request report will be available for inspection Monday through Friday between 8:30 a.m. and 4:30 p.m. in the GSA Business Service Center office which is located off the main lobby of the John W. McCormack Post Office and Courthouse, Boston. A copy of the Determination of Eligibility, which was requested and received from the Department of the Interior is included in Section XV, Appendix M. If one of these three sites is selected for the proposed project, the Conservator will also prepare Historic Structures Reports for all structures to be retained on the selected site; will formulate preservation parameters for new construction on the selected site to minimize the impacts of said construction on any retained structures and the environs in general; and will assist the Government in evaluating the A/E submissions during the design phase of the project.

A site at North Station which, at the request of the City in January 1980 (Figure 10) GSA agreed to include as a fourth potential site for consideration for the location of the proposed project, is being acquired by the City under its proposed North Station urban renewal program. If that site is selected by GSA for the Federal Building project, it would be conveyed to GSA as a cleared site. In any event, the Massachusetts State Historic Preservation Officer (SHPO) has rendered her opinion that the site does not contain any building having potential eligibility for inclusion in the National Register of Historic Places.

The SHPO has also expressed the opinion that the MBTA Green Line elevated structure along Causeway Street at North Station may be eligible for listing in the National Register of Historic Places and has suggested that the BRA compile information necessary to seek a determination of eligibility. However, the BRA has indicated that although it is proposing the demolition of the Green Line elevated in its development plan for the actual decision on

**Robert J. Ryan, Director**

Mr. R. G. Freeman, III

**Administrator**  
General Services Administration  
GSA Building, Room 6137  
18th and F. Street, N.W.  
Washington, D.C. 20405

Dear Mr. Freeman:

The North Station area has long been considered Boston's "backyard" characterized by transportation systems and manufacturing and wholesale businesses. But as we enter the 1980's the North Station area, with its proximity to the Government Center and Downtown Business District and with its riverfront location, has certainly become one of the most desirable development sites in Boston.

The North Station area has already begun to change. The BRA, with architect Morse Sadtler, has outlined a major redevelopment plan which includes the creation of office space, residential units, and considerable waterfront and public space. The Downtown North Association, one of the most active local business organizations, has also been instrumental in the creation of many new projects. The BRA has already begun to develop the North Station urban renewal plan to insure coordination of long-range development plans.

We endorse the North Station location for the New Federal Office Building because it has tremendous advantages for both the General Services Administration and the City of Boston. The BRA has in place all the necessary mechanisms for easy disposition of either of two sites in the North Station area to the GSA in a time schedule which would coincide with the GSA's own time frame for planning the building. But more importantly, the public investment of money in this project would have significant impact on the economy and vitality of the affected community, and would provide highly accessible services to the residents of the entire region.

Sincerely,  
Robert J. Ryan  
Director

Director

Robert J. Ryan

1 City Hall Square  
Boston, Massachusetts 02204  
(617) 722-4300

KEVIN I WHITE



CITY OF BOSTON  
OFFICE OF THE MAYOR  
CITY HALL, BOSTON

Mr. R. G. Freeman, III

Administrator  
General Services Administration  
GSA Building, Room 6137  
18th and F. Street, N.W.  
Washington, D.C. 20405

Dear Mr. Freeman:

The City of Boston's proposal to the General Services Administration for a new Federal Office Building in the North Station area is straphorward. The City will commit over \$5 million to the project and will be in a position to commit the site to GSA within eight months. We are willing to make this significant commitment because we believe that such a project, in this location, will lead directly to unparalleled benefits for the residents of Boston and the New England region.

The placement of buildings can change neighborhoods, a fact that underscores Executive Order 142072 which requires that serious consideration be given to the impact a Federal project will have on improving the social, economic, environmental and cultural conditions of an urban area. The City, following this Federal policy, must ensure that development only after carefully weighing the potential benefits of the process and has revitalized entire neighborhoods through public commitment, planning and the imaginative investment of public money. Government Center, the Charlestown Navy Yard, and the Faneuil Hall Marketplace have been accomplished in this manner.

Now, our action is turned to the North Station area, only a few city blocks from Government Center. The Boston Redevelopment Authority and the internationally respected architect, Moshe Safdie, have proposed one of the most imaginative and boldest development projects in the country. The General Services Administration has the opportunity to be a catalyst in the realization of that plan which will spur \$400 million private investment and rehabilitation in the North Station area. For the GSA to be a part of the dramatic change in one of Boston's most accessible and important neighborhoods would be a great service to the people of New England.

Sincerely:

Kevin H. White  
Mayor



demolition and funding would be undertaken by MBTA/UMTA (Figure 11). The removal of this structure is a proposal of the North Station Redevelopment Plan (Saffie Plan) and also is essential to GSA's consideration of the North Station site.

The SHPO has also rendered an opinion that the Bulfinch Triangle area at North Station is eligible for inclusion in the National Register.

GSA in consultation with the Massachusetts State Historic Preservation Officer has determined that this undertaking may have an adverse effect upon properties listed in or eligible for inclusion in the National Register of Historic Places. Pursuant to Section 106 of the National Historic Preservation Act and the Advisory Council's regulations "Protection of Historic and Cultural Properties" (36 CFR Part 800), GSA has requested the comments of the Council, and a Memorandum of Agreement constituting the comments of the Council has been executed by GSA, the Massachusetts State Historic Preservation Officer and the Council. In accordance with Stipulation 1 of said Memorandum of Agreement, GSA did consult with the Massachusetts SHPO and the Advisory Council at a meeting held with them for that purpose on May 7, 1980, and a letter dated June 18, 1980 and included herein was sent to the GSA Regional Historic Preservation Officer by the Advisory Council presumably setting forth the understandings arrived at from the discussions at the meeting. However, GSA disagrees with two of the statements as they stand in the letter from the Council and, although not in time to be included in this Statement, the Council has agreed to make appropriate amendments to its letter.

The statements in question are (1) that GSA is actively reconsidering the North Station as an alternative building site, and (2) that GSA is requiring the removal of the Green Line elevated along Causeway Street as a condition of its selection of this site.

With regard to statement (1), GSA is considering a site in the North Station area, not the North Station per se. With regard to statement (2), the removal of the Green Line elevated is a proposal of the City's North Station Development Plan which was conceived and prepared prior to the request by the City in January 1980 that GSA include in its consideration of



**COMMONWEALTH OF MASSACHUSETTS**  
**Office of the Secretary of State**  
 294 Washington Street  
 Boston, Massachusetts 02108  
 617-727-8470

**MICHAEL JOSEPH CONNOLLY**  
 Secretary of State

April 17, 1980

# Boston Redevelopment Authority

April 10, 1980

Mr. Richard B. Mertens  
 Boston Redevelopment Authority  
 1 City Hall Square  
 Boston, Massachusetts 02201

RE: North Station Area

Dear Mr. Mertens:

Thank you for your letter of March 11, 1980 requesting information on historic and archaeological resources in the North Station Area. Enclosed in a copy of a map indicating areas considered by Massachusetts Historical Commission as eligible for listing or already listed in the National Register of Historic Places. These include:

- The Bullfinch Triangle (considered eligible)
- Darius River Basin District (listed in the National Register)

MHC does not presently have sufficient information on the Green Line elevated in order to form an opinion on its eligibility to the National Register. (Please note that the Orange Line elevated has been determined eligible for listing in the National Register). MHC suggests that BRA compile information necessary to seek a determination of eligibility for the structure (36 CFR 800).

If you should have any questions, please contact Valerie Talmage, Review Director.

Sincerely,

*Michael J. Connolly*  
 Michael J. Connolly  
 State Historic Preservation Officer  
 Executive Director  
 Massachusetts Historical Commission

JMA/cj

cc: Beverly James, WPA  
 MEPA Unit

Mrs. Patricia L. Meslowski  
 State Historic Preservation Officer  
 Massachusetts Historical Commission  
 294 Washington Street  
 Boston, MA 02108

RE: NORTH STATION AREA

Dear Mrs. Meslowski:

In reference to your letter to me of 10 April, responding to my request for information on historical and archaeological resources in the North Station area, you note that the Green Line elevated may potentially be eligible for inclusion in the National Register and suggest that the BRA compile information necessary to seek a determination of eligibility. Although the BRA is proposing the demolition of the Green Line elevated in its development plan for the area, the actual decision on demolition and the funding of any demolition would be undertaken by the MBTA, not the BRA. In addition, we would anticipate that MBTA would participate in the funding of the demolition and construction of replacement service.

Therefore, under these circumstances, I believe it would be more appropriate for MBTA, as the federal agency involved in this particular project, to seek a determination of eligibility under 36 CFR Part 800.

Sincerely,

*Richard B. Mertens*  
 Richard B. Mertens  
 Environmental Review Officer

cc: Valerie Talmage, MHC  
 Peter Stowell, MBTA  
 Peter Lynch, MBTA  
 Beverly James, GSA  
 Steve Kaiser, MEPA Unit

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 Boston Redevelopment Authority Equal Opportunity - Affirmative Action Employer

sites for the Federal Building project a fourth site in the North Station area. While it is true that GSA would not consider the proposed fourth site without removal of the Green Line elevated, its removal as part of the North Station development is proposed with or without the Federal Building project. GSA has merely requested a committed source of funding and a schedule to assure that the site would be a viable alternative to include for consideration. (Section XV, Appendix N).

## 2. Archeological

According to the Massachusetts Historical Commission, because the sites under consideration are located in the heavily developed section of the City and the original land contours have been very disturbed, it is unlikely that prehistorical or historical sites would be encountered. Any sites that might exist in any of the areas would be of the historic period.

Once a site has been selected, GSA will coordinate with the Massachusetts Historical Commission to evaluate the extent of disturbance and possible integrity of any archeological property in the site. If in the opinion of the Massachusetts Historical Commission and GSA significant archeological remains are possible, an archeological field survey will be conducted in compliance with Section 106 of the National Historic Preservation Act of 1966.

## C. Socio-economics

### 1. Housing

#### a. Setting

In compliance with the HUD-GSA Memorandum of Understanding, GSA requested the Department of Housing and Urban Development (DHUD) to provide a report concerning the availability of low and moderate-income housing on a non-discriminatory basis. DHUD reported that the City of Boston has a substantial majority of the subsidized housing units in the Boston Standard Metropolitan Statistical Area (SMSA). During the past three years, however, publicly-assisted housing in the suburban areas has increased markedly. The supply of housing for sale is extremely limited while the rental market is somewhat similar, especially in the suburban areas.

Also, since the public transportation network is a key factor in the accessibility of housing to place of employment, DHUD advised that the City of Boston is the most accessible community in the SMSA in this regard. DHUD's General Area survey was updated in March 1979 and reached substantially the same conclusions.

Several existing and proposed housing developments are located within the vicinity of Sites K, A, and L. Existing housing includes Tremont on the Common (374 units). Townhouse Apartments (269 units in the former Hotel Touraine at Tremont and Boylston Streets), Chauncy Apartments (87 units at Harrison Avenue and Essex Street), the Mason Building (129 units) at Mason and Avery Streets and numerous upper-floor residential units in the Chinatown area. Proposed housing developments in the area include the 300-unit luxury apartment tower planned as part of the Park Plaza project and the Chinese community has indicated to GSA that it has plans to acquire 600 Washington Street for rehabilitation into housing units.

Within the vicinity of Site P are located a number of elderly and family low and moderate income housing developments. The Amy Lowell Apartments (151 units) on Martha Road, The Blackstone (121 units) on Blossom Street, Anderson Park (64 units) on Cambridge Street. In the North End, within walking distance are 3 other housing developments: Casa Maria (75 units) on Endicott Street, The Christopher Columbus Plaza (100 units) on Commercial Street, and the Mercantile Wharf Building on Atlantic Avenue which has a mixture of low, moderate, and market rents.

#### b. Impacts

Since the proposed project does not involve a significant increase in the number of Federal employees, there will not be an immediate influx of new people into the Boston area. Given the presently proposed occupancy there will, however, be a shift of approximately 300 jobs from a suburban location to the City. The accessibility of a centralized facility in Boston precludes the necessity for changes in the housing patterns of current employees. The overall housing market in the SMSA should not experience any measurable effects from the proposed action on any of the four alternate sites.



However, the individual sites do have different potential impacts on the housing developments mentioned above, which are located in their immediate vicinity.

The 600 Washington Street building is located on Site A, and the Chauncy Apartments are located across Harrison Avenue. The demolition of 600 Washington Street by the Government for construction of the new Federal Building would preclude its renovation for housing by the Chinese community.

Site K is located across Avery Street from the Mason Street Elderly Housing Development, across Boylston Street from the Townehouse Apartments, across Washington Street from 600 Washington Street, and a block down Tremont Street from Tremont on the Common. The BRA revitalization plan for Lower Washington Street (Section III.A.3) suggests that Site K might be suited for a high-rise housing development, though acknowledging that no developer has been identified and that offices would probably be a more economic use for the site. The fact that the BRA offered a portion of the site for GSA to consider indicates that the City is not firmly committed to the use of the site for housing. Representatives of the Chinese community at a meeting between representatives of GSA and the Chinese community on February 16, 1979 indicated favorable reaction to a Federal Building on Site K as a catalyst to further rehabilitation of the adult entertainment area and a good neighbor to a housing development at 600 Washington Street. However, in a letter addressed to the Regional Administrator on March 3, 1980, the Chinese community withdrew this endorsement citing that the Chinese Economic Development Council was now in a position to stimulate the development activities in the area and that a new FOB would catapult property speculation so much that local residents and small business would inevitably suffer. (Section XIV)

Site L is not located near any existing or proposed housing projects, except the Chauncy Apartments which are two blocks down Essex Street. Construction of a Federal Building on this site should have no appreciable impacts on any of the housing developments mentioned above.

There are 18 residential structures located on Site P. The relocation of these households by the BRA will have an impact on accessible housing within the area. The BRA evaluation of the building conditions in the area determined that substandard building conditions existed in 32.5% of the structures and that an additional 32.5% were impacted by blighting influences. (North Station Final Project Report, 1.0 Project Area Report).

In Boston, vacancy rates have dropped from 6.4% in 1970 to under 3.2% in 1979, despite a reduced overall population and an expanded housing supply. The Moshe Safdie proposal includes a residential component in the North Station Area of approximately 1000 new units. The total would be spread over 8 to 10 years using a phased completion schedule of between 100-150 units per year.

## 2. Employment

### a. Setting

In 1979 the unemployment rate for the City of Boston was 5.2% while the national average was 7%. However, Boston's unemployment rate has exceeded the national average for six of the last ten years. Boston's per capita income is substantially below the national average and the percentage of its citizens on public assistance is over twice the national average.

### b. Impact

Although the majority of the tenant personnel are currently employed within the CBD there will be a positive shift of approximately 300 jobs from suburban locations. A secondary positive impact will be some increased business in the retail core. Approximately 2,000 short-term jobs will be created during the construction phase. Since the new building will be operated under contract, a number of permanent jobs also will be created. The U.S. Small Business Administration has expressed interest in ensuring that an adequate portion of the business created is provided for small business under its 8(a) program and through Set-Aside contracts. Further, the SBA is interested in concessions for services to the new building by small businesses and minority entrepreneurs.

Approximately 22,000 square feet of first floor space in the project will be available for outleasing for multi-purpose use in accordance with the Public Buildings Cooperative Use Act and may afford the opportunity for additional jobs in the area.

### 3. Tax

#### a. Setting

The current property tax rate in Boston is 252.90 per \$1,000 of assessed value, and under Massachusetts law the ratio of assessed to Fair Market Value is 100 percent.

#### b. Impacts

Since the General Services Administration is not authorized to pay real estate taxes there would be some loss of future tax revenue to the City (Section XV, Appendix I). The gross tax assessed after abatements for 1978 was approximately \$387,620, for Site A, \$381,854 for Site L, \$609,666 for Site K, \$180,000 for Site P. Since Site P would be city owned prior to transfer to GSA, its transfer would not result in an immediate loss of tax revenue to the City. The amount of tax assessed overstates the amount of revenue lost by the amount of uncollected taxes. One of the two parcels comprising Site A has been tax certified and is scheduled for taking by tax title. One of the eight parcels comprising Site K has been tax certified and is scheduled for taking by tax title. Four of the five parcels comprising Site L have been tax certified and are scheduled for taking by tax title. The presence of the federal office building should have a positive impact on the value of the surrounding properties and thus indirectly raise the City's tax revenues from those surrounding properties.

### 4. Rental Market

#### a. Setting

Downtown Boston is, of course, the commercial hub of the SMSA. It offers a wide variety of retail businesses and commercial services to employees in the area. It is also the center for rentable office space in the SMSA. A Spring 1980 office occupancy survey by the Building Owners and Managers

Association (BOMA) indicates that rentable office space in the 79 buildings surveyed in downtown Boston totals approximately 16 million square feet. Although the overall vacancy rate for all classes of buildings is 2.6 percent, the vacancy rate in the newer, more desirable buildings containing 1st class space is practically zero, thus allowing little margin for growth by existing tenants and almost no operational flexibility. The survey report also indicates that by 1983 there will be a pentup demand for 1.5 million square feet of office space in Boston with rental rates increasing at about 14 percent annually. However, the lack of available office space in the more desirable new buildings and the higher rates have helped to rejuvenate the leasing market for old buildings. The survey also indicates an office space occupancy rate in the Greater Boston suburban area of 98 percent.

#### OFFICE OCCUPANCY SURVEY - SPRING 1980

<u>Classification</u>	<u>No. of Bldgs.</u>	<u>Rentable Sq. Ft.</u>	<u>Sq. Ft. Vacant</u>	<u>% Vacancy</u>
<u>DOWNTOWN:</u>				
\$16 and up	4	2,555,132	15,500	.60
\$14-15.99	5	2,424,976	36,000	1.48
\$12-13.99	14	3,353,862	8,144	.24
\$10 to 11.99	20	3,874,413	115,052	2.97
\$ 8 to 9.99	21	2,233,653	112,311	5.02
\$ 6 to 7.99	10	721,399	94,939	13.16
Below 6.00	<u>5</u>	<u>792,587</u>	<u>32,200</u>	<u>4.06</u>
	79	15,956,022	414,146	2.60

Chart compiled by Building Owners and Managers Assn. on office rentals and vacancies in Boston.



b. Impacts

Of the approximately 483,000 square feet of tenancy presently scheduled to be relocated to the proposed project, 124,000 square feet is government owned; 323,000 is leased downtown; and 36,000 square feet is leased within the suburban area. Given the shortage of high quality office space in the downtown area, the 323,000 square feet leased downtown should be absorbed within less than a year. Similarly the approximately 36,000 square feet of space released in the suburban area should be absorbed within less than one year. Overall the impact of the release of space onto the tight urban and suburban office space markets will be positive.

5. Land Use and Relocation

a. Setting

Construction upon any of the sites will involve displacement of some occupants. For Sites A, K, and L, GSA will assist in the relocation of affected residents, businesses, and offices, and will provide compensation in accordance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (P. L. 91-646). The U.S. Small Business Administration would be interested in providing displaced business assistance to any small business which might be displaced by the site acquisition. Relocation activities with respect to Site P would be performed by the BRA prior to transfer of the property to GSA.

b. Impacts

Site K contains surface parking and 15 structures. The structures are predominantly commercial and office but include three theatres and a hotel. Tenants include several taverns, an adult movie house, shoe store, several clothing stores, a furniture store, and several state offices.

Site L contains surface parking and 10 structures. The structures are predominantly commercial but include an office building and two parking garages. Tenants include several manufacturers and wholesalers, city offices, a liquor store, a couple of taverns, a restaurant, three realty offices, and several small retail and service businesses.

SEP  
OFF  
MDC

Site A contains an office building. The balance of the lot is vacant due to the recent demolition of a municipal parking garage. The primary tenant is the state of Massachusetts; other tenants include a photographer, an ice cream shop, several furriers, a publisher, and various small retail uses.

Site P contains 6 parking lots with a total capacity of approximately 250 cars. The land in commercial uses is located primarily in four one-story commercial structures. Mixed residential/commercial uses are located in 12 four-story structures on Lomasney Way. There are a total of 18 four-story residential structures. According to an exterior survey taken in January, 1980 32.5% of the structures were determined to be sub-standard and an additional 32.5% were determined to be impacted by blighting influences. (Source: "North Station Final Project Report, 1.0 Project Area Report", BRA). As stated above, relocation activities with respect to Site P would be performed by the BRA prior to transfer of the site to GSA.

As discussed in Section III.B. hereof, determinations of eligibility for inclusion on the National Register of Historical Places have been sought for all structures on Sites A, K, and L, and if applicable the feasibility of utilizing any structures determined eligible on the site ultimately selected will be thoroughly evaluated during the design of the project. Site P is to be transferred by the BRA as a cleared site.

#### D. Utilities and Services

##### 1. Water

##### a. Setting

The domestic water supply and sewer systems for the City of Boston are maintained and operated by the Metropolitan District Commission (MDC), a state agency. The M.D.C. supplies water by gravity flow from the Quabbin Reservoir located 70 miles west of Boston, and the Wachusett Reservoir, located 35 miles west of Boston. The Quabbin Reservoir, the larger of the two, has a storage capacity of 412 billion gallons. The present combined yield of 300 million gallons daily (mgd) serves the needs of the 34 communities which constitute the M.D.C. water

district. The City of Boston accounts for nearly 50% of the district's combined water yield. The water for Boston is distributed through a municipal pipe network which includes low-pressure and high-pressure water lines with diameters of 8 to 30 inches.

Due to the high quality of the water impounded in the various reservoirs, and a strict enforcement of sanitary rules and regulations at the watersheds, the M.D.C. finds it unnecessary to maintain and operate expensive water purification works. Water supplied to consumers in the District is treated only with small amounts of chlorine and ammonia as it enters the distribution system.

## b. Impacts

This building is estimated to have a requirement of about 60,000 gallons of water per day. This amount is based on actual usage of 20 gallons per person per day at the John F. Kennedy Federal Building. The water system capacity more than meets this demand. Water mains are accessible at the perimeter of all four sites and appear to be more than adequate to meet the demands of the proposed building.

## 2. Sewers

### a. Setting

The MDC sewer district collects and treats sanitary and industrial waste from 43 communities within the metropolitan area including the City of Boston. The system includes 225 miles of intercepting and trunk lines which collect discharge from approximately 5000 miles of city and town sewer systems. Eleven pumping stations with a total capacity of 600 million gallons per day are required to deliver the sewerage to two treatment facilities located at Deer Island and Nut Island in Boston Harbor. After primary treatment, the effluent is discharged into the Atlantic Ocean through deep outfall lines.

The City operates a system of combined and separated sanitary and storm sewers. The delineated area is served by the Boston main drainage system, a very old combined system which includes intercepting sewers along the waterfront. These interceptors discharge into the MDC main drainage tunnel to the Deer Island Treatment Plant, where the sewerage undergoes primary

treatment and is discharged into the main Boston Harbor shipping channel. The Environmental Protection Agency (EPA) issued a Draft Environmental Impact Statement on the upgrading of the Boston metropolitan area sewerage system in August 1978. The Recommended Plan presented in the DEIS included centralized treatment of all wastewaters in the Metropolitan Sewer District at Deer Island, which would be expanded and upgraded to secondary treatment to serve the anticipated service demands of the year 2000. The effluent from the Deer Island secondary treatment plant would be discharged into Boston Harbor through the existing outfall, which would be upgraded, and an additional outfall to be constructed. Sludge generated by the treatment process would be incinerated, composted, or disposed of in a sanitary landfill. Other alternatives currently under consideration include satellite treatment plants on the Middle Charles River and Upper Neponset River, or incineration. No decision is expected prior to mid-1981. The MDC has applied to EPA for a waiver of secondary treatment and is developing a substitute proposal including the MDC's industrial waste program and user charges.

Boston's combined sewer system is designed to accept sanitary sewerage, storm drainage, and industrial wastes. When the capacity of this system is exceeded, the excess flow is discharged into the nearest waterway. In the delineated area, the overflow goes into Boston Harbor. Due to the inadequate capacity of the system, these discharges are almost continuous. As a result, domestic sewerage is often cited as one of the prime pollutants of the Harbor. The Massachusetts Division of Water Pollution Control has placed those cities and towns having combined sewer overflow problems on an implementation schedule for rehabilitation and repair of tidegates and other control structures. The M.D.C. is studying the need to upgrade its treatment plants and methods for relieving overloads. Several of its projects are now being carried out, including increased chlorination treatment, rehabilitation of pumping stations, and repair of tidegates. The City of Boston has been studying plans for improving its sewer system by increasing the capacity of its intercepting sewers, improving the overflow outlet structures, and providing separate sanitary and storm sewers in some areas.



b. Impacts

The new building is estimated to generate about 60,000 gallons of sewerage per day. This waste will flow into the downtown combined sewer system for eventual treatment and discharge at Deer Island. It should be pointed out that most of this waste is already being generated by these same Federal employees at their present locations, most of which are within Deer Island's collection area. Any increase in total system sewerage resulting from this project will be due to additional future employees, and according to EPA, will be so slight as to be undetectable.

Sewer lines adjacent to Sites A and K do not appear to be adequate to meet the demands of the new Federal Building. These lines would have to be upgraded if either of these sites were selected. Sewer lines adjacent to Sites L and P appear adequate to meet the demands of the proposed building. If necessary the BRA will relocate the present combined sewer line from Nashua Street to Lomasney Way in order to accommodate construction on Site P.

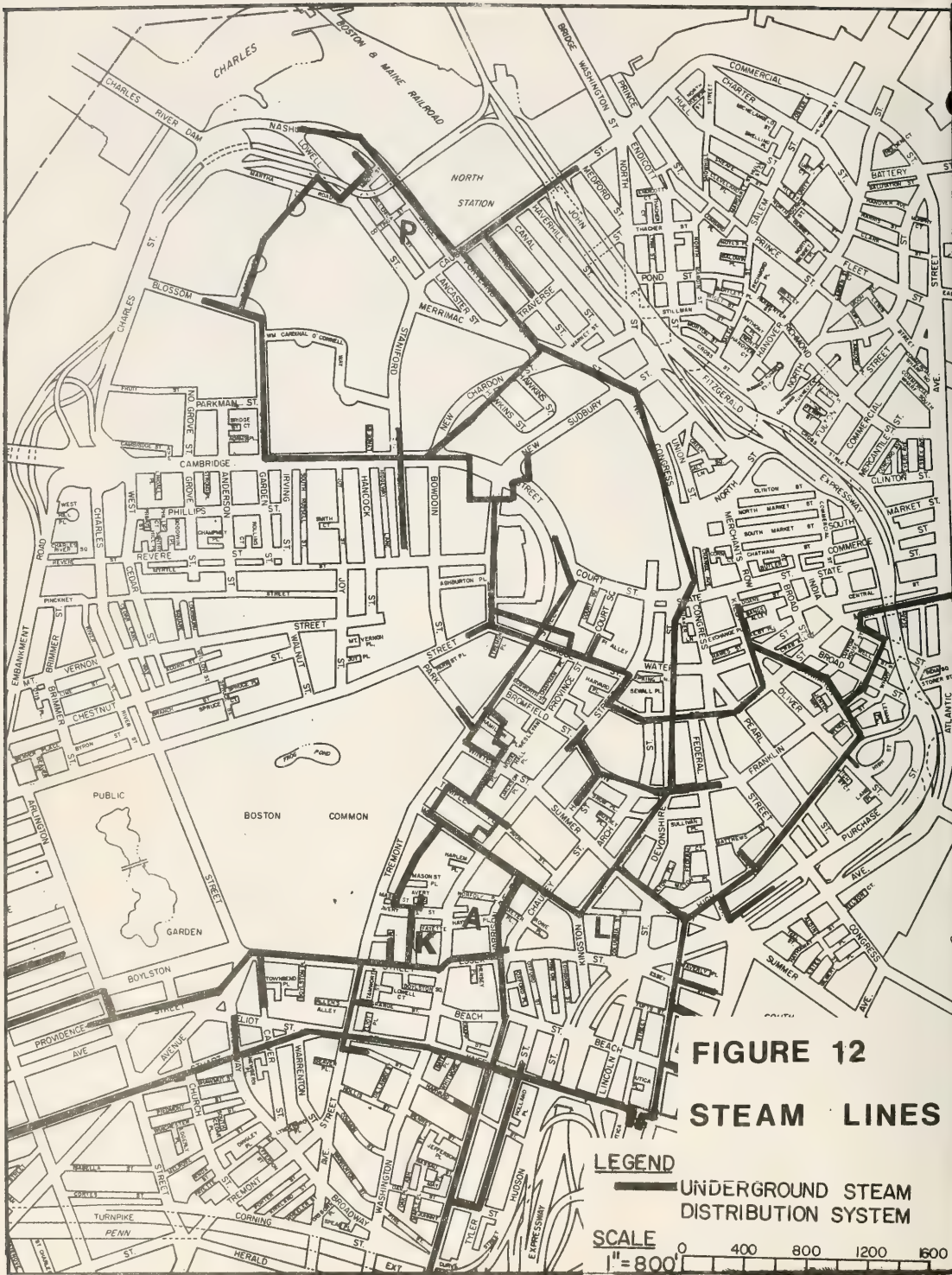
3. Steam

a. Setting

The Boston Edison Company provides the delineated area with electric power and steam for heating and air conditioning. (Figure 12). The delineated area is well served with steam lines. The maximum system capacity is 2,385,000 pounds per hour. The maximum hourly demand which occurred in January, 1977 is 2,042,000 pounds.

b. Impacts

Based on actual usage of steam for heating and cooling at the John F. Kennedy Federal Building, which is similar in size and concept to the proposed building, it is estimated that the proposed building will require about 63,000,000 pounds of steam per year. A spokesman for Boston Edison has advised GSA that it should have no problem in meeting the demand of the new building. Adequate steam service is



available adjacent to all four alternate sites. If necessary the BRA would relocate the present steam line from Nashua Street to Lomasney Way in order to accommodate construction on Site P.

#### 4. Electricity

##### a. Setting

Boston Edison has the generation capacity to meet its present electric power demand plus excess capacity for sale outside its service area. One-third of the company's capacity is provided by nuclear generation and two-thirds by fossil fuel generation. Edison's policy is to maintain its generation and distribution capabilities ten years ahead of demand requirements. Downtown Boston is well-served with electrical feeder lines.

##### b. Impacts

Based on actual usage of electricity at the John F. Kennedy Federal Building, the proposed building is estimated to require about 11,600,000 kilowatt-hours per year. A spokesman for Boston Edison has advised GSA that there would be no difficulty in meeting the building's demand in regard to generating capacity. Underground cables adequate to meet the demands of the proposed building are readily accessible at all four alternate sites.

#### 5. Solid Waste

##### a. Setting

Solid waste in Boston is disposed of in sanitary landfills, since EPA required the City to shut down all its incinerators about four years ago. Refuse is collected by private contractors, and is disposed of in the City's Gardner Street landfill site in West Roxbury, in several other landfill sites, and at the RESCO resource recovery recycling facility in Saugus. The Gardner Street landfill is not in compliance with State regulations and is rapidly reaching its capacity. It is scheduled to be closed as of June 30, 1980. Thereafter alternate sites will be employed. The State is currently drafting new regulations to satisfy Federal solid waste disposal

criteria. By the time the new Federal Office Building is completed, it is expected that the City solid waste disposal system will be in compliance with the new State regulations, or will be on an approved compliance schedule.

GSA has implemented a recycling program for some Federal agency locations in Boston including the John F. Kennedy Federal Building. Under this program, GSA collects and sorts the paper, which is then sold to an independent buyer. This program replaced a full service contract in 1978, after the latter was found to be economically unfeasible.

b. Impacts

The new building is estimated to generate about 3.3 tons of solid waste per day. This waste is already being generated by the Federal agencies involved in the proposed consolidation and should not create an additional burden on the system. With agencies consolidated in one building, it is likely that the GSA recycling program would be extended to cover them, thereby reducing the current level of solid waste that they generate. Solid waste disposal considerations are independent of the site selected.

6. Other Utilities

Telephone service, natural gas, and fire alarm service are available at all sites and appear to be adequate to meet the demands of the proposed Federal Office Building with no adverse impacts.

E. Transportation and Parking

1. Streets and Traffic

a. Setting

The Delineated Area (DA) is well-served by expressways and arterial streets. Major expressways include the Massachusetts Turnpike (I-90), serving the western part of the state; the Southeast Expressway (I-93), serving the South Shore, Cape Cod, and Rhode Island; Route I-93 serving the northern suburbs and New Hampshire; Route 1 and the Tobin Bridge serving the North Shore, New Hampshire, and Maine; and the Callahan/Sumner Tunnels serving Logan Airport and the North Shore. Major arterial streets



serving the DA include Charles, Beacon, Tremont, Washington, Congress, Boylston, Stuart, and Kneeland Streets, Atlantic Avenue, and the Surface Artery above the I-93 expressway. (Figure 13)

Interviews conducted in May and June of 1979 by the BRA in order to evaluate the impact of the Downtown Crossing revealed a modal split for those entering from outside the City as follows:

<u>Mode</u>	<u>Percent</u>
Subway	48%
Bus	10%
Auto	23%
Walk	8%
Other Public	10%
Other Private	1%
TOTAL	100%

The high percentage of subway use in this area is primarily attributable to the excellent access to the four rapid transit and streetcar lines.

In a commuting survey of Federal employees who were employees of projected tenant agencies in May, 1979 the following average modal split was shown for 1,543 respondents:

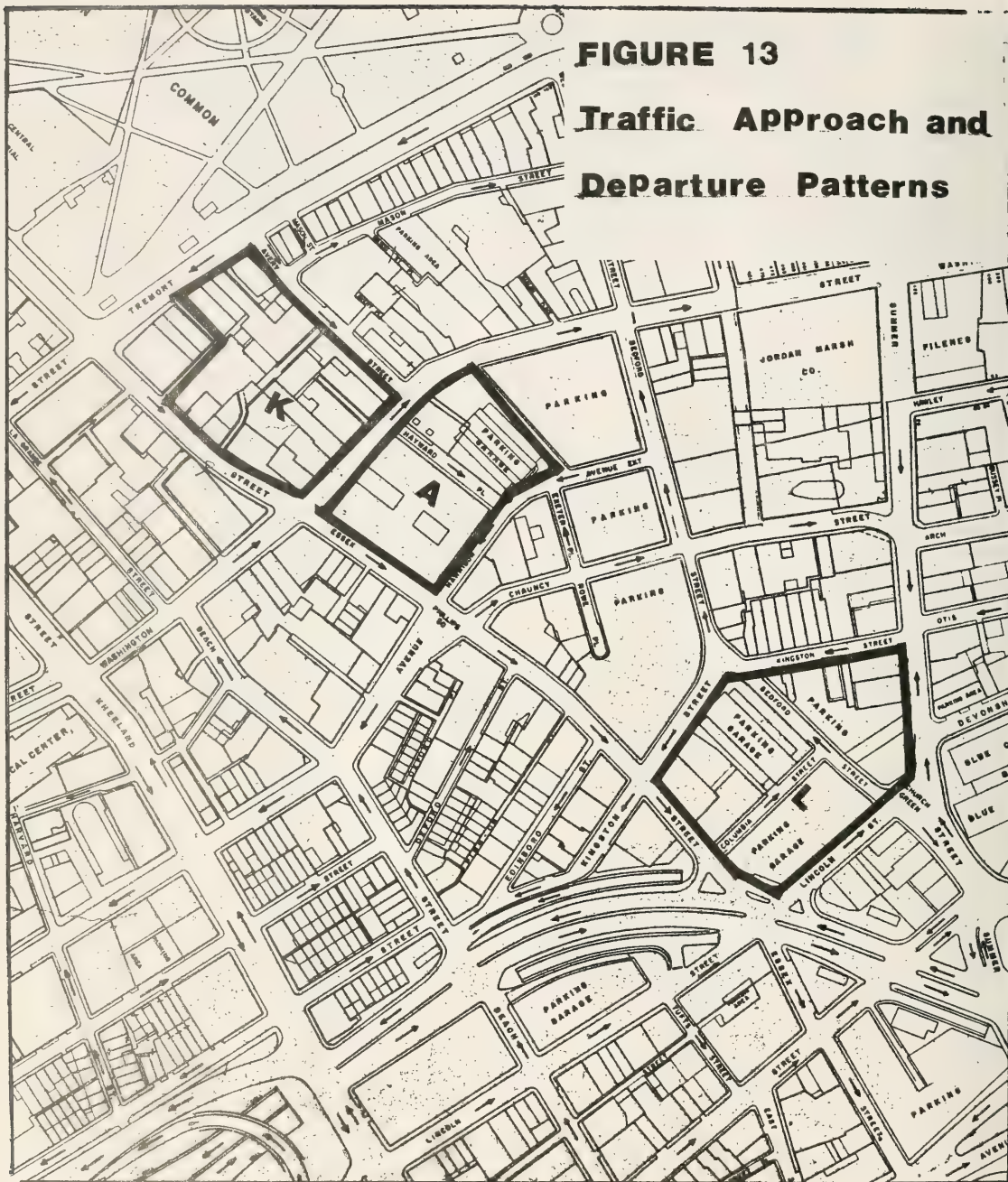
<u>Mode</u>	<u>People</u>	<u>Percent</u>
Private car	247	16%
Carpools	494	32%
Government-owned vehicle	48	3%
Public Transportation	708	46%
Other	46	3%
TOTAL	1,543	100%

b. Impacts

Of the approximately 3,000 Federal employees who will be relocated to the new building, some 300 will be relocated from Newton. Of the total of 3,000, the remaining 2,700 are presently located within one mile of all four sites.

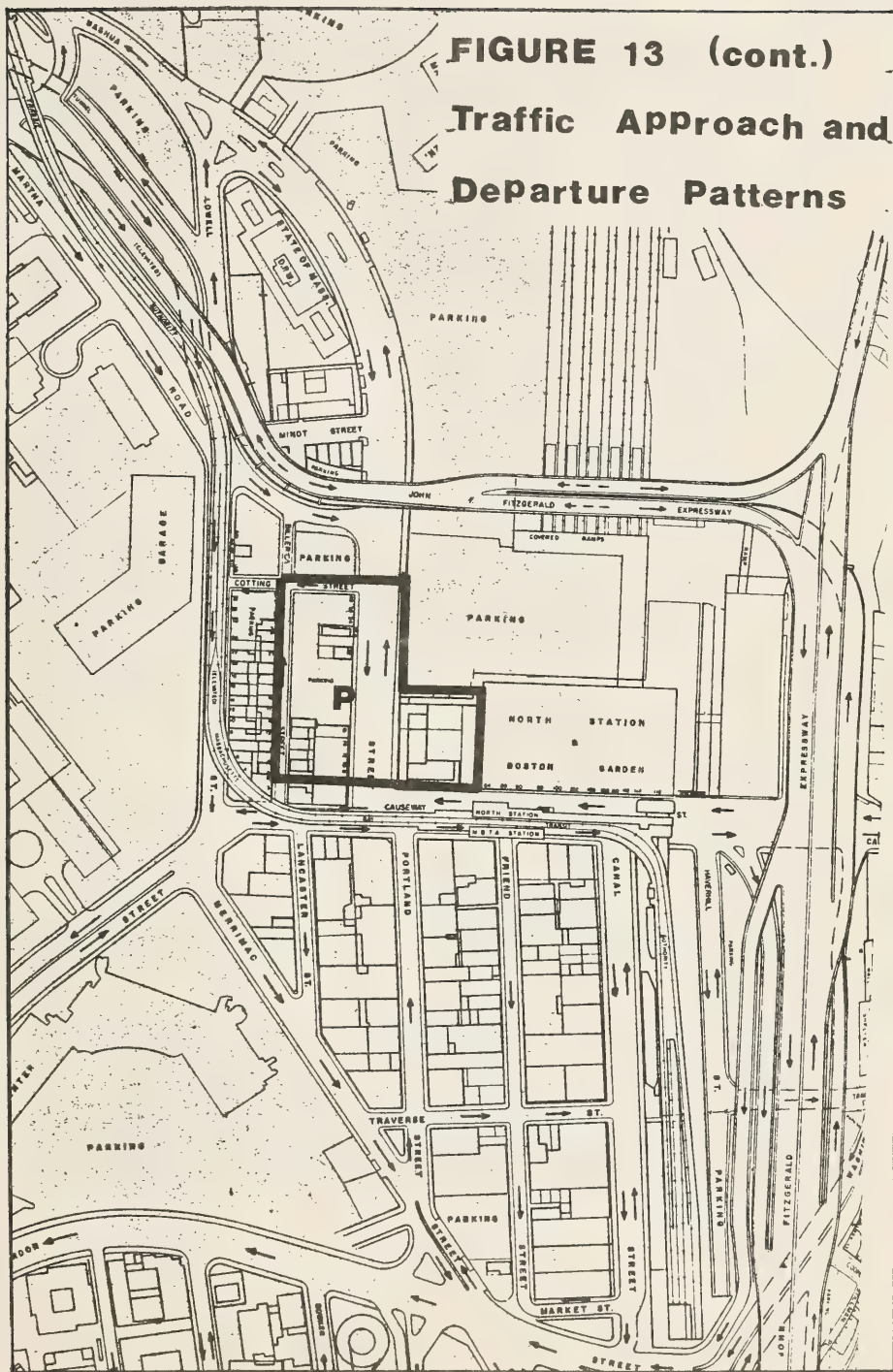
**FIGURE 13**

**Traffic Approach and  
Departure Patterns**



**FIGURE 13 (cont.)**

**Traffic Approach and  
Departure Patterns**





Accordingly the project will result simply in a shifting of work locations for most of the employees within Boston Proper. Therefore the "Cordon Count" figures for downtown Boston of all traffic and people entering the downtown area should not be significantly affected by the project. Compared to the 282,332 persons reported as entering the downtown area during the morning peak hour, it can be concluded that the 300 additional employees being relocated from outside the city would not be significant and that the project would have a negligible impact on the Cordon Count figures. However, a more localized impact may be expected on the streets in the immediate vicinity of the new Federal Office Building.

A comparison of the GSA survey with the "Cordon Count" figures shows that more Federal employees use public transportation for commuting to work than does the general public for all types of trips, while fewer Federal employees drive cars. Applying the percentages of the GSA survey to the 3,000 employees to be housed in the new building (including custodial, service, and future expansion personnel) gives the following modal split:

<u>Mode</u>	<u>People</u>	<u>Percent</u>
Private car	480	16%
Carpools	960	32%
Government-owned vehicle	90	3%
Public Transportation	1,380	46%
Other	90	3%
TOTAL	3,000	100%

Based on the respondents' average of 2.8 people per carpool, the above figures indicate that a total of 820 private cars including carpools will be driven to work by Federal employees in the new building.

It is estimated that about 2,550 people will visit Federal agencies in the new building on an average day. These trips will be spread throughout the day, and will not be concentrated in the morning and evening peak hours as will employee trips. Therefore, the results of the BRA survey can be applied to Federal agency visitors, since the three downtown sites are located within the Downtown



Crossing vicinity and the North Station area site is as favorably located with respect to public transportation. The resulting modal split is as follows:

<u>Mode</u>	<u>People</u>	<u>Percent</u>
Subway	1,224	48%
Bus	255	10%
Auto	586	23%
Walk	205	8%
Other Public	255	10%
Other Private	25	1%
TOTAL	2,550	100%

Applying a factor of 1.6 people per car on the average (source: 1974 Cordon Count) to the 586 "Auto" visitors, an estimate of 370 visitor cars per day is derived.

A study conducted by the BRA for the Lafayette Place project estimated the distribution of traffic approach to the project (which is within three blocks of Sites A, K, and L) from various directions. These estimates were based on minimum time paths and population distribution and correlated with survey data collected at the existing Jordan Marsh store. Applying the BRA approach distribution estimates to the Federal employee and visitor automobile trips derived above gives the following results:

<u>Direction of Approach</u>	<u>Percent</u>	<u>Employee Autos</u>	<u>Visitor Autos</u>
Expressway southbound	29%	238	107
Expressway northbound	28%	230	104
Boylston-Stuart eastbound	30%	246	111
Washington Street northbound	4%	33	15
Tremont Street southbound	7%	57	26
Summer Street westbound	2%	16	7
TOTAL	100%	820	370

Extrapolating these approach patterns down to the local streets in the immediate vicinity of Sites K, A, and L, and comparing the projected employee and visitor traffic volumes to present average daily traffic (ADT) volumes on each street, gave a rough estimate of the traffic impacts associated with each site. Because most of the streets in the vicinity of each site are one-way, both approach and departure

patterns were analyzed. (The "Present A.D.T." figures in the tables below were taken from BRA and City of Boston traffic counts taken in July of 1979.)

The approach patterns for Site A were as follows:

<u>Location</u>	<u>Present A.D.T.</u>	<u>Project</u>		<u>Percent Increase</u>
		<u>Related Percent</u>	<u>Trips Number</u>	
Harrison Ave. (Bedford to Essex)	2,900	15%	179	6%
Boylston St. (between Tremont & Washington)	11,310	27%	320	2%
Washington St. (between Essex & Beach)	7,500	42%	500	6%
Beach St. (between Harrison & Beach)	6,600	16%	190	2%

Departure patterns for Site A were:

<u>Location</u>	<u>Present A.D.T.</u>	<u>Project</u>		<u>Percent Increase</u>
		<u>Related Percent</u>	<u>Trips Number</u>	
Harrison Ave. (between Essex & Beach)	4,265	32%	380	8%
Essex St. (between Washington & Harrison)	12,850	18%	214	1%
Washington St. (s. of Bedford)	4,310	20%	238	5%
West St.	6,800	30%	357	5%

The above figures indicate that the most significant traffic impact associated with Site A would be on Washington Street, where employee and visitor autos entering the site would be expected to increase present traffic volumes by 6%. An increase of 8% would be expected of autos leaving the area via Harrison Avenue. The most significant impacts associated with approaching vehicles are on Harrison Avenue which would be expected to experience a traffic increase of about 6%. Similarly departing traffic on West Street would increase 6%. Traffic volumes increases on all other streets are expected to be less than 5%. Construction has begun on a new street to be named Avenue de Lafayette. (See Figure 10). When completed next year this one way westbound street would lessen traffic impacts on other surrounding streets.

The employee and visitor auto approach patterns expected for Site K were as follows:

<u>Location</u>	<u>Present A.D.T.</u>	<u>Project</u>		<u>Percent Increase</u>
		<u>Related Percent</u>	<u>Trips Number</u>	
Tremont St. (between Park & Boylston)	16,500	22%	262	1%
Boylston St. (between Charles & Washington)	11,310	20%	238	2%
Washington St. (between Essex & Beach)	7,500	58%	690	9%

Departure patterns for Site K were:

<u>Location</u>	<u>Present A.D.T.</u>	<u>Project</u>		<u>Percent Increase</u>
		<u>Related Percent</u>	<u>Trips Number</u>	
Boylston St. (between Charles & Tremont) Westbound	5,800	10%	119	2%
Tremont St. (between Boylston & Avery)	16,400	24%	286	1%
Essex St. (Washington- east)	12,850	46%	547	4%
Avery	120	1%	10	8%
West	6,800	19%	226	3%

The highest is about 9% for approaching vehicles on Washington Street (south of Essex and Beach Streets). The next highest is 8% on Avery Street. Traffic volume increases on all other streets are expected to be less than 5%.

For Site L, anticipated auto approach patterns were as follows:

<u>Location</u>	<u>Present A.D.T.</u>	<u>Project</u>		<u>Percent Increase</u>
		<u>Related Percent</u>	<u>Trips Number</u>	
Essex St. (between Kingston & Lincoln)	8,957	34%	405	4%
Summer St. (between Atlantic Ave. & Lincoln)	9,500	59%	702	7%
Kingston St. (between Summer to Bedford)	4,950	7%	83	1%

Departure patterns for Site L were:

<u>Location</u>	<u>Present A.D.T.</u>	<u>Project</u>		<u>Percent Increase</u>
		<u>Related Percent</u>	<u>Trips Number</u>	
Kingston Street (between Bedford & Essex)	5,300	62%	738	13%
Essex Street (between Kingston & Lincoln)	8,975	31%	369	4%
Summer Street (Westbound)	6,500	7%	83	1%

The most significant traffic impact associated with Site L, according to the above estimates, would be from vehicles leaving the site via Kingston Street, resulting in an anticipated traffic volume increase of almost 13%. All other anticipated traffic increases are less than 10%.

For Site P anticipated auto approach patterns were as follows:

<u>Location</u>	<u>Present A.D.T.</u>	<u>Project</u>		<u>Percent Increase</u>
		<u>Related Percent</u>	<u>Trips Number</u>	
Lomasney Way (Southbound)	6,600	30%	355	5%
Staniford Street (Northbound)	11,500	30%	355	3%
Causeway Street (Westbound)	4,700	30%	355	7%
Nashua Street (Southbound)	9,100	10%	125	1%

Departure patterns for Site P were as follows:

<u>Location</u>	<u>Present A.D.T.</u>	<u>Project</u>		<u>Percent Increase</u>
		<u>Related Percent</u>	<u>Trips Number</u>	
Nashua Street (Northbound)	7,200	20%	240	3%
Staniford Street (Southbound)	5,000	20%	240	4%
Merrimac Street (Southbound)	10,000	30%	355	3%
Causeway Street (Eastbound)	4,300	30%	355	8%



Present ADT volumes and Approach and Departure Patterns for Site P are based upon BRA traffic counts taken in June 1980. Between the present and the 1985 estimated completion date for the FOB the City will close Nashua Street Northbound between Causeway and Copping Streets and concurrently open Lomasney Way Northbound. As can be seen above all anticipated traffic increases on surrounding streets are less than 10% of present ADT with the largest impact being 8% on Causeway Street Eastbound.

Several important factors must be considered, however, in conjunction with the above traffic impact estimates.

First, it must be noted that the above estimates of traffic impacts are based on present traffic patterns and volumes, and do not include the cumulative effects of other proposed construction projects in the area. However, most of these projects also include major traffic circulation improvements which should help to mitigate any traffic volume increases associated with them. Thus, the traffic impacts resulting from the new building are expected to be about the same, whether compared to existing patterns and volumes, or to improved circulation patterns and possible higher volumes associated with other proposed construction projects. These projects, and their associated traffic circulation improvements, are described in Section III.A.3.

Second, a meaningful analysis of the impacts of a given traffic increase on a given street must include an estimate of the street's present service level (volume-to-capacity ratio). This was not possible, because street capacity figures are not available from the City. It is possible that the traffic increase resulting from the proposed project on many of the surrounding streets would still not cause them to greatly increase their volume-to-capacity ratios, and would therefore not contribute significantly to traffic congestion.

Third, the E.P.A. Transportation Control Plan (discussed below) contains many provisions intended to discourage automobile travel, and encourage mass transit ridership, in the downtown area. These provisions, combined with the traffic circulation improvements included in the Downtown Crossing and

Lafayette Place projects, should serve to reduce traffic congestion in the downtown area and lessen the traffic impacts of the proposed project.

Fourth, the location of the four sites within easy walking distance of all four rapid transit lines, and the provision of no employee parking at the building should serve to encourage Federal employees who now drive to switch to public transportation. Also, the consolidation of 3,000 Federal employees at one central location will make trip-matching easier for car pools, which are encouraged by the Transportation Control Plan and G.S.A.'s Federal Property Management Regulations.

Finally, it must be noted that many of the Federal agencies to be housed in the new building are currently allowing staggered work hours, or "flexi-time", for their employees. It is expected that flexi-time will be allowed for all or most of the employees located in the new building, which will serve to reduce the volume of employee auto trips occurring at the peak hours, thus reducing peak hour traffic volume impacts associated with the proposed project.

## 2. Parking

### a. Setting

Numerous parking facilities are available in and near the DA. According to the most recent "Inventory of Off-Street Parking Facilities Within Boston Proper", conducted by the Transportation-Planning Department of the Boston Redevelopment Authority, the following facilities are available:

<u>Type of Facility</u>	<u>Number of Units</u>	<u>Capacity</u>
<u>Lots</u>		
Open to the public	127	8,753
Private use	199	10,199
	<hr/>	<hr/>
Total Lots	326	18,952
<u>Garages</u>		
Open to the public	49	26,778
Private use	25	8,722
	<hr/>	<hr/>
Total Garages	74	35,500
Total Off-Street Facilities	400	54,452

"Boston Proper" is defined in this survey as that area of the Boston peninsula bounded by Massachusetts Avenue, the Southeast Expressway, Fort Point Channel-Boston Harbor and the Charles River. In addition to the off-street facilities listed above, there are 7,575 metered curb spaces and about 1,000 unmetered curb spaces for an on- and off-street grand total of approximately 63,000 spaces in Boston Proper. The portion of the "Off-Street Parking Inventory" map which covers the DA is shown in Figure 14. As this map shows, parking facilities are well-dispersed, so that ample parking is available in all parts of the DA.

RIVER

**FIGURE 14**

**LEGEND**

**PARKING LOTS**

	PUBLICLY OWNED - PUBLIC LOT
	PRIVATELY OWNED - PUBLIC LOT
	PRIVATELY OWNED - PRIVATE LOT
	PUBLICLY OWNED - PRIVATE LOT

**PARKING GARAGES**

	PUBLICLY OWNED - PUBLIC GARAGE
	PRIVATELY OWNED - PUBLIC GARAGE
	PRIVATELY OWNED - PRIVATE GARAGE
	PUBLICLY OWNED - PRIVATE GARAGE

CODE NUMBER  
 RATED CAPACITY

**NOTE:**

1. The information on this map pertains to facilities with a capacity of Ten (10) or more vehicles.
2. Code numbers correspond to a separate listing, giving the Operator, Address, License Number, and Notes of each facility.

**OFF-STREET  
PARKING INVENTORY  
WITHIN  
BOSTON PROPER  
AUGUST, 1977**

BOSTON REDEVELOPMENT AUTHORITY  
TRANSPORTATION PLANNING DEPARTMENT

0 200 400 600 800 1000 Feet







With the establishment of the Downtown Crossing Plan by the Boston Redevelopment Authority, the area encompassed by the Plan becomes a restricted on-street parking zone with no parking at anytime around any of the frontages of the three Sites, K, A, and L, all of which are within the Downtown Crossing area.

b. Impacts

There are two existing parking lots in Site K, one, a privately-owned public lot with 43 spaces and the other a publicly-owned public lot with 26 spaces. These would be replaced by the 285 basement parking spaces to be provided in the new building were it to be built on this site, although no parking is to be provided for employees.

At Site A, the Hayward Place Garage that was referred to in the Draft Environmental Impact Statement was demolished in August, 1979 as part of the Lafayette Place project. Thus the proposed project would displace only temporary lot parking.

Site L presently contains a privately-owned public lot with 69 spaces and two publicly-owned public garages one of which, the Kingston Street Garage contains 735 spaces and the other the Lincoln Street Garage containing 334 spaces. BRA plans call for demolition of the Lincoln Street Garage with its replacement by underground parking proposed to be built on a site next to the present Boston Edison sub-station. However, if Site L were selected for the new Federal building both garages would be demolished and replaced, in part, with 285-spaces of basement parking in the new building.

Site P contains six privately owned public parking lots with a total capacity of approximately 250 cars. These would be replaced by the 285 parking spaces to be provided in the new building, although no parking will be provided for employees.

3. Public Transportation

a. Setting

Rapid transit and local bus service is provided by the Massachusetts Bay Transportation Authority (M.B.T.A.). There are 10 rapid transit stations in or

near the DA, including all five stations where free transfer between lines is available (Park Street, Washington, Government Center, State, and Haymarket). The four subway lines serving the DA are shown in Figure 15. South Station and North Station both within the DA are the terminals for all MBTA commuter trains from the south and north, respectively. South Station is also the Boston terminal for Amtrak trains to the south and west.

Boston has several kinds of bus service available, including MBTA, private commuter, and intercity bus lines. MBTA local buses serve key points within the city while express buses reach the outer fringes of the metropolitan area. Private commuter bus lines serve cities and towns outside of Metropolitan Boston. Inter-city bus lines use the Greyhound and Trailways terminals in Park Square, which is in the western part of the delineated area. Good taxi service is also available in downtown Boston.

b. Impacts

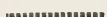
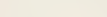
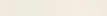
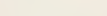

The modal split estimates in Section III.E.1 above indicate that approximately 1,380 Federal employees and 1,450 visitors will arrive at the proposed building on public transportation. The MBTA supports the Federal Office Building project because it will serve to centralize the work location for Federal employees to the downtown area, where the MBTA system is best equipped to assume a greater share of commuting by public transportation. The MBTA has indicated that a review of the likely effects of the building on its facilities will be undertaken after a specific site has been selected, in order to determine whether modifications are needed to those nearby transit stations which may experience larger rush-hour peaks in travel demands due to the new building.

It should be noted that Federal employees would tend to travel to and from the building primarily during the morning and evening rush hours, and would therefore have a more pronounced effect on the transit system than would visitors, whose travel would be spread throughout the working day. In order to partially mitigate adverse effects on public transit as a result of rush-hour commuting by employees, many of the Federal agencies proposed to be relocated to the new building have instituted



# FIGURE 15 MBTA ROUTE MAP

## LEGEND

-  BLUE LINE
-  RED LINE
-  GREEN LINE
-  ORANGE LINE
-  SUBWAY STATION

SCALE

1"=800' 0 400 800 1200 1600





staggered work hours ("flexi-time"). The flexi-time policy for these agencies will probably be continued after they are relocated to the new building, and may be expanded to cover all or most of the agencies in the building. The MBTA supports such a staggered work hour program because it contributes to better utilization of rolling stock and a more comfortable ride for users during commuting hours.

There are two MBTA Subway Stations near or at Site K. These are the Boylston Street Station at the corner of Boylston Street and Tremont Street (Green Line) across the street from the site on Tremont Street, and the Essex Street Station at Boylston Street and Washington Street (Orange Line) at the southeastern corner of the site.

Site A at 600 Washington Street is also served by the Essex Street Station (Orange Line) across the street from the site, and within easy walking distance (one short block) of the Boylston Street Station (Green Line).

Site L is served by the South Station (Red Line) about a block from the site and the Washington Street Station (Red and Orange Lines) about two blocks away.

The area in which Site P is located is served by the North Station (Orange and Green Lines) across the street from the site. North Station is also a commuter rail terminal. A proposal of the North Station Redevelopment Plan (Safdie Plan) and one which is essential to GSA's consideration of Site P is the removal of the existing MBTA Green Line elevated structure and its replacement with a transit alternative. A study of alternatives is currently under way by the BRA and MBTA, and it is anticipated that a firm proposal for the Green Line undertaking will be developed and available for GSA's consideration in making the selection of the site for the new Federal Building project.

There is also local bus service past all four sites.

#### 4. Pedestrian Circulation

##### a. Setting

BRA studies undertaken in conjunction with the Lafayette Place project indicate that pedestrian traffic volumes in the vicinity of Sites A, K, and L is very high, especially along Washington, Summer, and Tremont Streets. Due to the narrow sidewalks in the area, pedestrian experience was one of conflict and confusion prior to the implementation of the Downtown Crossing circulation improvements. These improvements created a pedestrian "transitway" along Washington Street north of West Street, Summer Street west of Chauncy Street, and Winter Street. The "transitways" allow pedestrians to use the entire street width and restrict vehicular traffic to buses, taxis, and delivery trucks, which are only allowed during certain hours.

While pedestrian volumes are lower in the North Station Area than along Washington Street sidewalks are narrow and confused pedestrian patterns are a by-product of the street system.

#### b. Impacts

The new Federal Building will be a major pedestrian generator at any site. All of the 3,000 employees and 2,550 visitors will ultimately reach the building on foot, except those few visitors who are able to park in the basement garage.

The major pedestrian approaches to Site A are Washington, Boylston and Essex Streets, with the majority of pedestrians coming south on Washington from the area of Jordan Marsh. Sidewalks along Washington Street are presently narrow and would probably not be able to handle the increase in pedestrian traffic. However, these sidewalks are proposed to be widened as part of the street improvements associated with the Lafayette Place project. Also, when the Lafayette Place project is completed, pedestrians will be able to approach Site A via a public pedestrian easement through the Jordan Marsh store, thus further relieving congestion on Washington Street. The Liberty Tree Park should help to relieve congestion from pedestrian traffic approaching Site A along Boylston Street. Some pedestrian congestion may be created along Essex Street and Harrison Avenue, which have narrow sidewalks, although only a small percentage of pedestrians would be expected to approach Site A from these directions.

Site K is approached primarily via Tremont, Boylston, Washington, and Essex Streets, with the majority of pedestrians coming south on Tremont and Washington. The wide sidewalks on Tremont Street, adjacent to the Common, should easily accomodate this increased pedestrian flow. The proposed sidewalk widening along Washington Street and pedestrian easement through Jordan Marsh should adequately provide for increases in pedestrian flow to Site K along Washington Street. Some pedestrian congestion may be expected along Boylston and Essex Streets although, as with Site A, relatively few people are expected to approach from these directions.

Major pedestrian approaches to Site L include Summer Street (both from the west and east), Devonshire, High, and Bedford Streets, with the majority coming along Summer Street. Except for the short block between Chauncy and Kingston Streets, Summer Street is now an exclusive pedestrian mall from Washington Street to Site L. Some pedestrian problems may be encountered along this short block, but otherwise pedestrian access from the retail and rapid transit core area is adequate. The other major approach route, from the South Station area, is less attractive. Pedestrians coming from this direction must cross the heavily travelled Surface Artery. Sidewalks in this direction are not especially wide; however, the Federal employees and visitors approaching the site from this direction will represent only a small percentage of the thousands of commuters and shoppers who daily enter the downtown area from the trains and subways at South Station. Construction of the proposed building on Site L should therefore not contribute appreciably to the already heavy pedestrian congestion along Summer Street between Church Green and South Station. Devonshire, Bedford, and High Streets may experience some increased pedestrian congestion as a result of the proposed project, although this is not expected to be significant.

The major pedestrian approaches to Site P are Stanford, Canal, and Causeway Streets. The Safdie Plan proposes to emphasize walkways and malls connecting the North Station area with the Faneuil Marketplace and Government Center, and limiting Canal Street to pedestrian traffic only. An east-west pedestrian way is proposed leading from the West End to the North End Waterfront.

## 5. Transportation Control Plan

### a. Setting

On July 2, 1973, E.P.A. issued a "Transportation Control Plan" (T.C.P.) for Boston under the Clean Air Act of 1970. Since that time it has gone through several revisions, public hearings, and court cases. Pursuant to the Clean Air Act Amendments of 1977, a revised State Implementation Plan has been submitted to EPA for review. The plan puts a "freeze" on construction of new commercial parking facilities within downtown Boston. It also requires employers to provide certain incentives to employees in order to reduce the number of single passenger vehicles used for commuting to work by 25 percent. These measures include encouraging employees to use public transportation by offering M.B.T.A. passes and posting schedules, publicizing any applicable on-street parking regulations in the vicinity of the facility, offering incentives for the use of bicycles by commuters, conducting a carpool matching and promotional program, and providing van-type vehicles to groups of 8 or more employees who agree to operate them and pay for their operating costs. The T.C.P. requires employers to submit a "base data" report on commuting vehicles and single passenger commuting vehicles to the Massachusetts Secretary of Transportation and Construction, and to submit periodic updating reports indicating whether the 25 percent reduction goal has been met.

### b. Impacts

While the E.P.A. Transportation Control Plan for Boston originally called for a twenty-five percent reduction in the number of employee parking spaces provided by large businesses, this requirement was replaced in the final amendments by incentives for reduction in single-passenger commuter vehicle use, as outlined above (Section III.E.1). A "freeze" on commercial parking facility construction is still in effect, but non-commercial facilities such as the proposed basement garage are not now covered by the T.C.P. Upon completion of the new building, G.S.A. will comply with applicable requirements of the T.C.P. It should be noted that the Federal Executive Board in Boston has been working on a Federal carpooling program for the past three or four years.



This program is now in place and is updated annually. Furthermore, the use of employee carpools is encouraged under present Federal Property Management Regulations (F.P.M.R.) issued by G.S.A. governing the assignment of parking spaces by Federal agencies in GSA-controlled facilities. The F.P.M.R. requires agencies to assign spaces, in order of priority, to official and visitor vehicles, severely handicapped employees, and not more than 10 percent of spaces to executives and persons assigned unusual hours. The remainder are to be assigned to employee carpools to the extent practical, with priority given in order of the number of members of the carpool. These regulations will apply to the new building, and carpooling will be further encouraged by the fact that employees who are now scattered over many locations will be concentrated in one place, making trip matching easier.

## F. Physical Characteristics

### 1. Geological Conditions

#### a. Setting

Boston is located in a geological sub-region, the Boston Basin, which, due to the softer underlying rock, is lower in elevation than the surrounding area. The delineated area is generally flat with elevations of 10 to 20 feet above sea level except along the eastern slopes of Beacon Hill, between Congress and Tremont Streets. There, the elevation reaches a maximum of about 55 feet at Beacon and Tremont Streets.

Boston was originally a virtual island, connected to the mainland by only a narrow neck of land. Over the past 150 years, the shoreline has continually been altered, so that much of Boston is now man-made fill. Figure 16 shows the approximate contour of the original shoreline.

#### b. Impacts

Preliminary geotechnical investigations have been made at each of the four proposed sites. The following is a summary of the subsurface soils and their thicknesses, given in order of increasing depth, that are expected to be encountered at the various sites:



Site A Artificial fill (5'-10'); yellow clay with sand and gravel (5'-10'); blue clay with sand (5'-20'); fine sand (5'-10'); blue clay (15'-35'); glacial till.

Site K Artificial fill (5'-10'); yellow clay with sand (10'-20') blue clay (5'-25'); fine sand (5'-15'); blue clay (15'-30'); glacial till.

Site L Artificial fill (5'-15'); yellow clay with sand and gravel (10'-15'); blue clay (15'-30'); fine sand with clay (5'-25'); glacial till.

Site P Artificial fill (10'-25'); soft compressible organic silt (10'-20'); yellow clay (5'-10'); gray silty clay (5'); glacial till (5'-10'); weathered argillite.

A preliminary analysis of the soil conditions at each site indicates that a caisson foundation system bearing in glacial till would be most feasible for Sites A, K, and L. The foundation system for Site P is expected to be piles driven to bed rock. A mat foundation at all four sites is also a possibility.

Groundwater levels are normally about ten feet below ground surface at Sites A, K, and L and about seven feet below ground surface at Site P. Lowering the groundwater level in the surrounding area could cause compression of the soft compressible organic silts and potentially damage nearby structures. In order to avoid this situation, during construction an interlocking steel sheet piling system could be installed and driven into the clay layer. This would then function as a cutoff wall and the groundwater in the surrounding area could be maintained at approximately normal levels.

## 2. Vegetation and Wildlife

Due to the urban nature of the area, no impact on vegetation or wildlife is anticipated.

## 3. Natural Hazards

### a. Setting

Natural hazards which are likely to affect Boston include flooding, earthquakes, and high winds.

No detailed "Flood Insurance Study" or "Flood Insurance Rate Map" is available for Boston from the Federal Insurance Administration (F.I.A.) of the Department of Housing and Urban Development. However, a "Flood Hazard Boundary Map" (F.H.B.M.), which shows "special flood hazard areas" is available from F.I.A., and is shown in Figure 17. A special flood hazard area is one in which a flood has a one percent chance of occurring in any given year; in other words, it is the 100-year flood plain. An F.H.B.M. is a preliminary map issued before a detailed study is undertaken, and is based on the best available information. In addition, the U.S. Army Corps of Engineers has advised that overland flooding in downtown Boston is the result of coastal flooding from tidal surges in Boston Harbor, caused by hurricanes and intense coastal storms. The 100-year flood elevation in the area is estimated by the Corps to be 10.8 feet above sea level.

According to the "Seismic Risk Map of the United States", Boston is located in earthquake zone 3, the highest possible rating. However, this rating is based on known geological formations, evidence of strain release, and historical records of known earthquakes, and not on the probable frequency of occurrence. The main reason for Boston's high risk rating is an earthquake that occurred in 1755 off the coast of Cape Ann, with an intensity rating of VIII on the Modified Mercalli Intensity (Damage) Scale. No earthquakes of as great an intensity have occurred since then, and there is now some speculation that the records of the intensity of the 1755 earthquake are somewhat exaggerated. Also, historical records indicate that the probability of a damaging earthquake occurring in Boston is about 30 times less than for San Francisco, which is also in seismic risk zone 3.

The National Weather Service has advised that Massachusetts experiences about four tornadoes per year, in addition to thunderstorms with strong wind and hail, and occasional hurricanes. Out of one hundred tornadoes occurring between 1950 and 1973, all but two were small by Midwest standards. The two large ones struck Worcester and West Stockbridge in 1953 and 1973, respectively. The average Massachusetts tornado is only one mile long and 100 feet wide, and the probability of one striking any





FIGURE 17

FLOOD HAZARD BOUNDARY MAP

MAP REVISED  
6/7/77

particular location is small. More likely to occur are strong, possibly damaging winds (gusts of 60 to 80 m.p.h.) for very short periods of time (less than 15 minutes), and hail, associated with severe thunderstorms. Such storms have a return frequency of 5 to 10 years. Hurricane force winds are less likely, and have occurred three times in recent years, in September 1938, April 1954, and February 1978. The maximum wind recorded in Boston was 87 m.p.h. in the hurricane of 1938.

## b. Impacts

Executive Order 11988 prohibits Federal agencies from constructing a building within the 100-year flood plain except where there is no practicable alternative. In the event that construction in a flood plain is unavoidable, special flood protection measures for the building are required. Any portion of the delineated area which lay within the special flood hazard area would normally be excluded from further consideration. As can be seen from Figure 13, none of the proposed sites are within the flood plain.

Design for wind and earthquake loads is quite complicated and depends on a number of factors, including location, setting (urban or rural), terrain, building height, building configuration, and so forth. Normally, any building constructed in Boston would have to be in conformance with the Massachusetts State Building Code, which sets forth design criteria for wind and earthquake loads. While the Federal Government is exempt from state laws, the building design will be based on the criteria of the state code, or another applicable code, and will be consistent with wind and earthquake conditions found in Boston.

## 4. Ambient Air Quality

### a. Setting

Boston is located in the metropolitan Boston Intrastate Air Quality Control Region (A.Q.C.R.), as defined by the U. S. Environmental Protection Agency (E.P.A), and in the Metropolitan Boston Air Pollution Control District (A.P.C.D.), as defined by the Massachusetts Department of Environmental Quality Engineering (D.E.Q.E.). The Boston A.Q.C.R. is used by E.P.A. for purposes of monitoring pollutants and determining attainment or non-attainment of Federal air quality standards. The Boston A.P.C.D. covers the same area as the A.Q.C.R. and is used by the D.E.Q.E. for issuing and enforcing air pollution control regulations.

E.P.A. has issued "primary" and "secondary" National Ambient Air Quality Standards (N.A.A.Q.S.) for seven "criteria" pollutants: sulfur dioxide (SO<sub>2</sub>), total suspended particulates (TSP or "particulates"), carbon monoxide (CO), photochemical oxidants ("ozone" or O<sub>3</sub>), hydrocarbons (HC), nitrogen dioxide (NO<sub>2</sub>), and lead. Primary standards are those designed to protect the public health, and are generally more

TABLE III

## FEDERAL AND MASSACHUSETTS AMBIENT AIR QUALITY STANDARDS

Pollutant	Averaging Time*	Primary Standards+	Secondary Standards+
Carbon Monoxide	1-hr	35 ppm	Same as primary
	8-hr	9 ppm	Same as primary
Nitrogen Dioxide	Annual**	0.05 ppm	Same as primary
	1-hr++	0.25-0.50 ppm	Not proposed as yet
Ozone	1-hr***	0.12 ppm	Same as primary
Hydrocarbons nonmethane	3-hr 6 to 9 a.m.	0.24 ppm	Same as primary
Lead	3-month	0.006 ppm	Not proposed as yet

\*Except for the annual standards, all standards are specified as not to be exceeded more than once a year.

+Standards are given in parts per million (ppm).

\*\*Arithmetic mean.

++Proposed standard.



stringent than secondary standards, which are designed to protect the public welfare. (Table III) Vehicles constitute significant sources of carbon monoxide, nitrogen dioxide, and are indirectly responsible for concentrations of photochemical oxidants. Sulfur oxides and particulates are emitted primarily from stationary sources such as power plants and industrial stacks. The state monitors pollution levels within each A.Q.C.R., and reports its findings to E.P.A. Based on these reported levels, E.P.A. assigns a "priority" of I, II, or III for each of five pollutants (SO<sub>2</sub>, TSP, CO, O<sub>3</sub>, and NO<sub>2</sub>) for each A.Q.C.R. Generally, priority I means the N.A.A.Q.S. are exceeded, priority II means pollution levels are borderline, and applies only to TSP and SO<sub>2</sub> (the others are rated I or III), and priority III means a relatively low pollution level with no N.A.A.Q.S. violations. E.P.A. uses these priority levels to evaluate State Implementation Plans (SIP) for meeting clean air standards. The Boston A.Q.C.R. has been rated priority I for TSP, CO, O<sub>3</sub>, and SO<sub>2</sub>, and priority III for NO<sub>2</sub>.

The target date for attainment of national primary standards was May 31, 1975, and for secondary standards, within a reasonable time period. For the Boston A.Q.C.R. the target date for attainment of primary standards was extended to May 31, 1977. Due to nationwide failures to attain the standard the Clean Air Act was amended in 1977 requiring states to submit revised implementation plans by 1979 for the attainment of air quality standards by 1983. A revised Massachusetts State Implementation Plan has been submitted and is undergoing EPA review. In areas with severe carbon monoxide or photochemical oxidant problems, if the standards are not met by 1982, despite reasonable efforts, an extension of the target date to 1987 is possible. The Massachusetts Department of Environmental Quality does not anticipate attainment by 1982 and an extension to 1987 has been granted.

There are air quality monitoring sites within the City of Boston at Kenmore Square, South Hampton Street, and Visconti Street. The Kenmore Square site measures all five priority pollutants except O<sub>3</sub>; the South Hampton Street site measures TSP and SO<sub>2</sub>; and the Visconti Street site measures CO and SO<sub>2</sub>. According to the EPA Annual Report on Air Quality in New England in 1978, the Kenmore Square site violated the secondary 24 hour TSP standard twice with no violations of the primary standard. It violated the

primary 8 hour CO standard 12 times. The Visconti Street site violated the primary 8 hour CO standard 29 times. Both Visconti Street and Kenmore Square were in compliance for SO<sub>2</sub>. South Hampton Street was in compliance for both SO<sub>2</sub> and TSP. According to the report at Kenmore Square particulate levels have declined; however, violations of secondary particulate standards have been recorded at this and other sites in the Boston area. Sulfur dioxide levels are unchanged and moderate. At Kenmore Square monoxide levels have shown a decrease over the 1974 to 1978 period from very unhealthy to unhealthy. Maximum ozone levels in the Boston area continue to be unhealthy.

In addition to nationwide standards limiting motor vehicle emissions, E.P.A. and the Massachusetts Department of Environmental Quality Engineering have developed a "Transportation Control Plan" (T.C.P.) for the Boston A.Q.C.R. (Appendix C of the State Implementation Plan). The plan envisioned by E.P.A. is intended to reduce hydrocarbons by 60% and carbon monoxide by 51% throughout the region. It calls for inspection and maintenance of emission control equipment on cars, parking restrictions to discourage unnecessary driving, and greater use of carpools, bicycles, and mass transit. The T.C.P. is more fully discussed in Section III.E, "Transportation and Parking." The EPA has indicated that its primary strategy for the reduction of air pollution in Massachusetts will be the implementation of a vehicle inspection and maintenance program. The Inspection and Maintenance program will be in effect by January 1, 1982.

Among the major components of the Massachusetts implementation plan for meeting clean air standards are the "Massachusetts Air Pollution Control Regulations." These regulations are administered by the D.E.Q.B., and govern emissions from facilities such as Federally-owned buildings. Previously, Federal facilities were exempt from the administrative procedures of such state regulations, but were required to comply substantively. That is, they were not allowed to violate state regulations, but formal permits and record keeping were not required. However, the Clean Air Act Amendments of August, 1977 require that Federal facilities now comply with state regulations administratively as well, obtaining required permits and keeping necessary records.

The regulations require that anyone constructing, substantially reconstructing, or altering a facility which uses fossil fuel and has an energy input capacity greater than 3 million BTU per hour, must apply for approval from the D.E.Q.E., meet certain emission limitation standards, monitor emission opacities, and maintain operating records.

b. Impacts

The degree to which the proposed building will constitute a direct stationary air pollution source depends on the method of heating to be employed. In the event that an oil-fired heating plant is used in the building, the required heat input will probably exceed 3 million BTU per hour. Therefore, a D.E.Q.E. permit, and the various compliance measures mentioned above, would be required. However, all four alternate proposed sites are served by the Boston Edison Steam lines (Section III.D.3), and it is anticipated that the building will be heated by purchase steam. In this event, no state direct source air pollution regulations will apply.

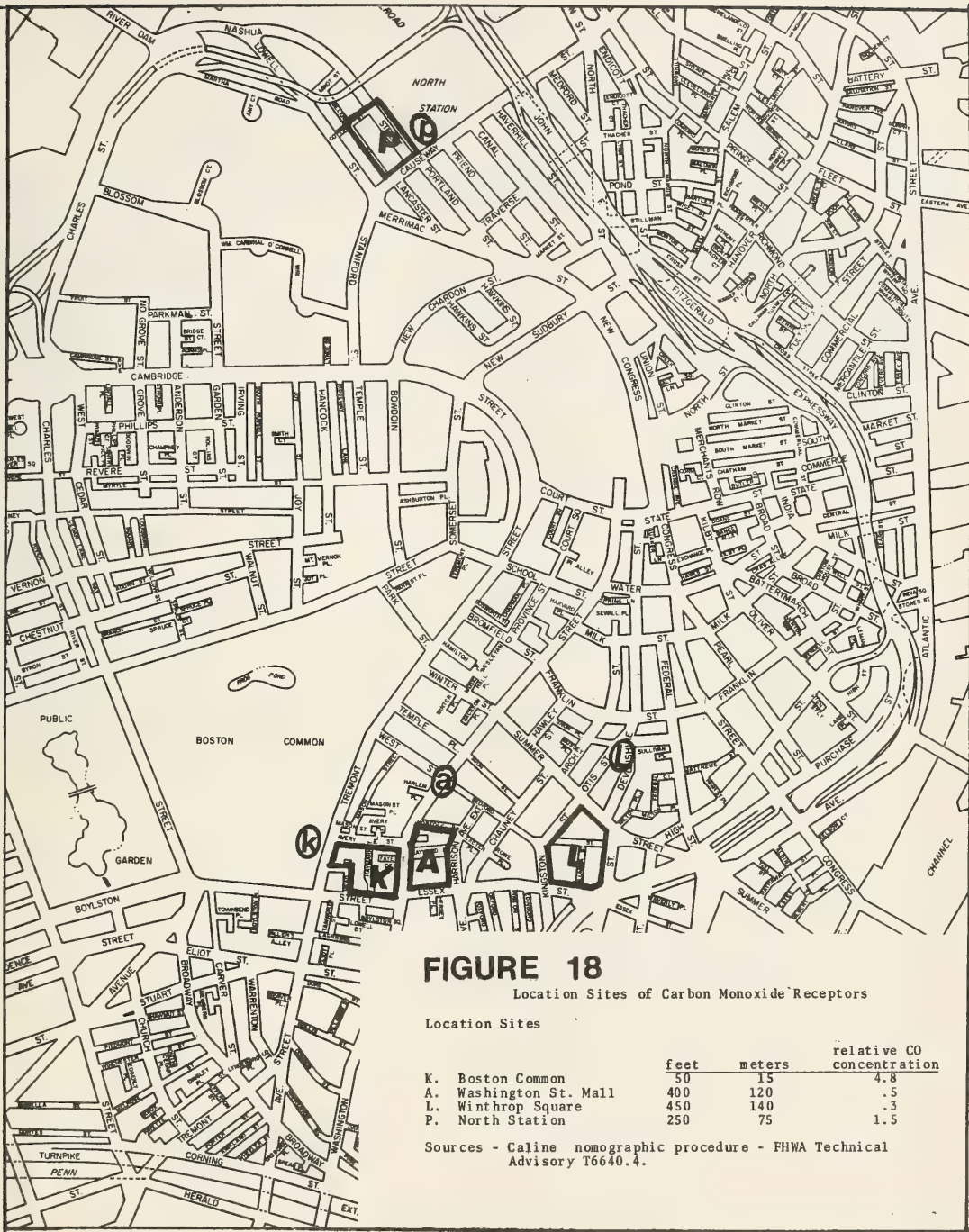
The impact of vehicle generated pollutants (TSP, NO<sub>2</sub>, and CO) should be negligible with the possible exception of carbon monoxide. The State Implementation Plan (SIP) requires that projects demonstrate evidence of no carbon monoxide violations in areas where violations do not currently exist; and evidence of carbon monoxide reductions in areas where violations do currently exist. Violations occur when there are predicted or measured air quality levels in excess of national ambient air quality standards in areas where there is a reasonable likelihood of human exposure.

Estimates of the impact of traffic generated by the proposed FOB on carbon monoxide levels at certain sensitive receptors was derived using the CALINE 2 nomgraphic procedure (FHWA Technical Advisory T 6640.4) with mobile source emission factors from tables generated by the EPA's MOBILE 1 computer program. Traffic volumes for build and no build alternatives were projected for 1985 (the date of completion of the FOB) and 1999 (a date chosen to estimate long range impacts) (Appendix P). Base traffic data for Sites A, K, and L was from the July 1979 Intersection Turning Movement Count (Section III.E.1.). This data was escalated at a traffic

growth rate of 1% per year to arrive at 1980, 1985, and 1999 projections. Projections for Site P were performed by the BRA based on street changes included in the North Station Area Redevelopment Plan. Sensitive receptors, areas of pedestrian density were mutually agreed upon by GSA, EPA, and DEQE. Boston Common was chosen as the receptor nearest Site K. The Washington Street Pedestrian Mall was chosen for Site A, Winthrop Square for Site L, and North Station for Site P (Figure 18). A PM peak hour of 5 to 6 was analyzed as well as the 8 hour period from 10 AM to 6 PM. The MOBILE 1 composite emission factor used throughout assumed an average traffic speed of 5 mph, at 20 degree F temperature, with 50% of vehicles starting from a cold start. These conservative assumptions were used for both peak and 8 hour analysis even though it is permissible to assume higher speeds and a lower cold start percentage in the 8 hour case. Default values were used in the vehicle mix. This mix assumes 80% light duty vehicles (cars), 6% light duty trucks (less than 6,000 pounds gross vehicle weight), 6% light duty trucks (6,000 - 8,500 lbs g.v.w.), 4% heavy duty gasoline trucks, 3% heavy duty diesel trucks, and 1% motorcycles. For purposes of the analysis it was assumed that all employees departed during the peak hour and it was assumed that all employees and all visitors arrived and departed within the 8 hour period. Thus one way streets used only by approaching traffic are included in the 8 hour monoxide projections (Tables V, VII, IX, and XI) but not the peak hour monoxide projections (Tables IV, VI, VIII, and X). Approach and departure patterns for each site are discussed in Section III.E.1. In estimating relative concentration using the CALINE 2 nomograph, a wind speed of 1 mile per hour, a wind angle of 0 degrees, and a dispersion capability of D were assumed. These are worst case urban assumptions.

Carbon monoxide concentrations were projected for 1985 (the estimated construction completion date) and 1999 (an arbitrary date to determine long range effects). For each time period both peak and eight hour concentrations were computed. Background levels of 5 parts per million for the peak hour and 3 parts per million for the 8 hour average were included in 1980 estimates for Sites A, K, and L. These levels were used by the BRA in its Lafayette Place Environmental Impact Statement and were





**FIGURE 18**

Location Sites of Carbon Monoxide Receptors

Location Sites

	feet	meters	relative CO concentration
K. Boston Common	50	15	4.8
A. Washington St. Mall	400	120	.5
L. Winthrop Square	450	140	.3
P. North Station	250	75	1.5

Sources - Caline nomographic procedure - FHWA Technical Advisory T6640.4.

TABLE IV

## SITE A

## Carbon Monoxide Concentration In Parts Per Million

	1980	PM PEAK HOUR			
		1985		1999	
		No Build	Build	No. Build	Build
Harrison Avenue					
Southbound					
Essex to Beach	6	3 (2)	4 (2)	2 (1)	2 (1)
Essex Street					
Eastbound					
Washington to Harrison	7	4 (3)	4 (3)	3 (1)	3 (1)
Washington Street					
Northbound					
Essex to Bedford	6	3 (2)	4 (2)	2 (1)	2 (1)
West Street					
Westbound					
Washington to Tremont	6	3 (2)	4 (2)	2 (1)	2 (1)

1. Analysis Method: Caline - 2.
2. Includes background CO level of 5ppm for 1980 reduced to 3ppm in 1985 and 1ppm in 1999.
3. Numbers in parenthesis are CO predictions after a credit has been taken for the Vehicle Inspection and Maintenance Program at a 20% stringency level.

TABLE V

## SITE A

## Carbon Monoxide Concentration In Parts Per Million

	1980	8 Hour Hourly Average			
		1985	1985	1999	1999
		No Build	Build	No Build	Build
Harrison Avenue					
Southbound					
Essex to Beach	4	2 (1)	2 (1)	1 (1)	1 (1)
Essex Street					
Eastbound					
Washington to Harrison	4	3 (2)	3 (2)	2 (1)	2 (1)
Washington Street					
Northbound					
Essex to Bedford	4	2 (1)	2 (1)	1 (1)	1 (1)
West Street					
Westbound					
Washington to Tremont	4	2 (1)	2 (2)	1 (1)	1 (1)
Harrison Avenue Ext.					
Southbound					
Lafayette to Essex	3	2 (1)	2 (1)	1 (1)	1 (1)
Boylston Street					
Eastbound					
Tremont to Washington	4	3 (2)	3 (2)	2 (1)	2 (1)
Washington Street					
Northbound					
Beach to Essex	4	2 (1)	2 (1)	1 (1)	1 (1)
Beach Street					
Westbound					
Harrison to Washington	4	2 (1)	2 (2)	1 (1)	1 (1)

1. Analysis Method: Caline - 2.
2. Includes background CO level of 3ppm in 1980, 2ppm in 1985 and 1ppm in 1999.
3. Numbers in parenthesis are CO predictions after a credit has been taken for the Vehicle Inspection and Maintenance Program at a 20% stringency level.

## SITE K

## Carbon Monoxide Concentration In Parts Per Million

	1980	PM PEAK HOUR			
		1985		1999	
		No Build	Build	No Build	Build
Boylston Street					
Westbound					
Tremont to Charles	13	7 (5)	8 (5)	5 (2)	5 (2)
Tremont Street					
Southbound					
Avery to Boylston	28	16 (10)	18 (12)	10 (4)	11 (5)
Essex Street					
Eastbound					
Washington to Harrison	22	13 (8)	17 (11)	8 (3)	11 (4)
Avery Street					
Westbound	5	3 (2)	3 (2)	2 (1)	2 (1)
West Street					
Westbound	11	6 (4)	8 (5)	4 (2)	5 (2)

1. Analysis Method: Caline - 2.
2. Includes background CO level of 5ppm for 1980 reduced to 3ppm in 1985 and 1ppm in 1999.
3. Numbers in parenthesis are CO predictions after a credit has been taken for the Vehicle Inspection and Maintenance Program at a 20% stringency level.



TABLE VII

## SITE K

## Carbon Monoxide Concentration In Parts Per Million

	8 HOUR HOURLY AVERAGE				
	1980	1985		1999	
		No Build	Build	No Build	Build
Boylston Street					
Westbound					
Tremont to Charles	11	6 (4)	7 (4)	4 (1)	4 (2)
Tremont Street					
Southbound					
Avery to Boylston	24	13 (8)	14 (9)	8 (3)	9 (3)
Essex Street					
Eastbound					
Washington to Harrison	18	10 (7)	11 (7)	6 (2)	7 (3)
Avery Street					
Westbound	3	2 (1)	2 (1)	1 (1)	1 (1)
West Street					
Westbound	12	7 (4)	7 (5)	4 (2)	4 (2)
Washington Street					
Northbound					
Essex to Beach	12	7 (5)	8 (5)	5 (2)	5 (2)
Boylston Street					
Eastbound					
Charles to Tremont	17	10 (6)	10 (6)	6 (2)	6 (2)

1. Analysis Method: Caline - 2.
2. Includes background CO level of 3ppm in 1980, 2ppm in 1985 and 1ppm in 1999.
3. Numbers in parenthesis are CO predictions after a credit has been taken for the Vehicle Inspection and Maintenance Program at a 20% stringency level.

## SITE L

## Carbon Monoxide Concentration In Parts Per Million

	PM Peak Hour				
	1980	1985		1999	
		No Build	Build	No Build	Build
Kingston Street					
Southbound					
Bedford to Essex	6	3 (2)	4 (3)	2 (1)	3 (1)
Essex Street					
Eastbound					
Kingston to Lincoln	6	3 (2)	4 (2)	2 (1)	2 (1)
Summer Street					
Westbound					
Lincoln to Kingston	5	3 (2)	3 (2)	2 (1)	2 (1)

1. Analysis Method: Caline - 2.
2. Includes background CO level of 5ppm for 1980 reduced to 3ppm in 1985 and 1ppm in 1999.
3. Numbers in parenthesis are CO predictions after a credit has been taken for the Vehicle Inspection and Maintenance Program at a 20% stringency level.

TABLE IX

## SITE L

## Carbon Monoxide Concentration In Parts Per Million

8 Hour Hourly Average

	1980	1985		1999	
		No Build	Build	No Build	Build
Kingston Street					
Southbound					
Bedford to Essex	4	2 (1)	2 (1)	1 (1)	1 (1)
Essex Street					
Eastbound					
Kingston to Lincoln	4	2 (1)	2 (1)	1 (1)	1 (1)
Summer Street					
Westbound					
Lincoln to Kingston	4	2 (2)	2 (2)	1 (1)	1 (1)
Kingston Street					
Southbound					
Summer to Bedford	4	2 (1)	2 (1)	1 (1)	1 (1)
Summer Street					
Northbound					
Atlantic to Lincoln	4	2 (2)	2 (2)	1 (1)	1 (1)

1. Analysis Method: Caline - 2.

2. Includes background CO level of 3ppm in 1980, 2ppm in 1985 and 1ppm in 1999.

3. Numbers in parenthesis are CO predictions after a credit has been taken for the Vehicle Inspection and Maintenance Program at a 20% stringency level.

TABLE X

## SITE P

## Carbon Monoxide Concentration In Parts Per Million

	1980	PM PEAK HOUR			
		1985		1999	
		No Build	Build	No Build	Build
Lomasney Way Northbound	--	10 (6)	11 (7)	6 (2)	6 (3)
Staniford Street Southbound	12	9 (6)	9 (6)	5 (2)	5 (2)
Merrimac Southbound	13	9 (6)	10 (7)	5 (2)	6 (2)
Causeway Street Eastbound	13	11 (7)	12 (8)	6 (2)	7 (3)

1. Analysis Method: Caline - 2.
2. Includes background level of 10ppm for 1980, 7ppm in 1985, 4ppm in 1999.
3. Numbers in parenthesis are CO predictions after a credit has been taken for the Vehicle Inspection and Maintenance Program at a 20% stringency level.



TABLE XI

## SITE P

## Carbon Monoxide Concentration In Parts Per Million

	8 HOUR HOURLY AVERAGE				
	1985			1999	
	1980	No Build	Build	No Build	Build
Lomasney Way					
Northbound	--	6 (4)	6 (4)	3 (1)	3 (1)
Staniford Street					
Southbound	7	4 (2)	5 (3)	2 (1)	2 (1)
Merrimac					
Southbound	10	6 (4)	6 (4)	3 (1)	3 (1)
Causeway Street					
Eastbound	7	6 (4)	6 (4)	3 (1)	3 (1)
Lomasney Way					
Southbound	8	7 (5)	7 (5)	4 (1)	4 (1)
Staniford Street					
Northbound	9.4	6 (4)	6 (4)	3 (1)	3 (1)
Causeway Street					
Westbound	7	6 (4)	6 (4)	3 (1)	3 (1)
Nashua Street					
Southbound	6.5	4 (3)	4 (3)	2 (1)	2 (1)

1. Analysis Method: Caline - 2.
2. Includes background level of 5ppm in 1980 reduced to 3ppm in 1985 and 1ppm in 1999.
3. Numbers in parenthesis are CO predictions after a credit has been taken for the Vehicle Inspection and Maintenance Program at a 20% stringency level.

approved for our use by EPA and DEQE Background levels of 10 parts per million for the peak hour and 5 parts per million for this 8 hour average were included in 1980 estimates for Site P. These levels were measured at the Charlestown Naval Shipyard and were approved for our use by EPA and DEQE. Background counts have been projected to decrease over time as a result of the Federal Motor Vehicle Emissions Control Program which requires manufacturers to produce cars with more effective emission control devices in future years. The results are given in Tables 4 through 11. Numbers in parenthesis are concentration levels after a reduction credit is given for the new Massachusetts Vehicle Inspection and Maintenance Program (FHWA Technical Advisory T 6640.5). These credits are based on a "stringency rate" of 20 percent (the 20 percent of the motor vehicle fleet with the highest emission rates would fail). Should the stringency rate be increased carbon monoxide concentrations would drop still further.

No violations of the Peak Hour Standard of 35 parts per million are predicted at any of the four sites under consideration for 1980, 1985, or 1999 whether or not the FOB is constructed. The highest predicted peak hour concentration is 28 ppm (80% of the standard) for Tremont Street Southbound next to Site K in the present year. As can be seen from the Table this level declines in 1985 and 1999 whether or not the FOB is constructed. Streets surrounding Site K average 45% of the standard with Tremont Street at 80% of the standard and Essex Street at 60%. All levels decline over time. Streets surrounding Site P average 30% of the standard with levels declining over time. Streets surrounding Sites L and A average 15% of the standard with levels declining over time.

The lower 8 hour hourly average standard of 9 ppm is currently exceeded around Site K at Boylston Street Westbound (11 ppm), Tremont Street Southbound (24 ppm), Essex Street Eastbound (18 ppm), West Street Westbound (12 ppm), and Boylston Street Eastbound (17 ppm). It is also currently violated in the vicinity of Site P at Merrimac Street Southbound (10 ppm), and Staniford Street Northbound (9.4 ppm). Streets analyzed surrounding Sites A and L are currently in compliance and remain in compliance throughout 1985 and 1999 whether or not the FOB is constructed. By 1985 streets surrounding Site P are projected to be

in compliance whether or not the FOB is constructed. Similarly by 1985 streets surrounding Site K will be in compliance if the Inspection and Maintenance Program to be implemented in 1982 is enforced at a stringency level of 20% or greater. In 1985 Tremont Street Southbound will be at 90% (8 ppm) of the standard for the no build alternative and at standard for the build alternative thus meeting State Implementation Plan criteria. By 1999 all streets surrounding all sites will be in compliance for either build or no build alternatives.

The parking garage to be provided with the new facility will constitute an indirect emission source. The emissions of such an indirect source are roughly proportional to the number of parking spaces provided. Thus the 285 space GSA garage can be expected to generate approximately 1/3 of the emissions predicted by EPA's indirect source model for the 900 car Lafayette Place Garage. Sites A, K, and L are within a three block area of the proposed Lafayette Place Garage. In the case of the Lafayette Place Garage no exceedence of the 1 hour primary standard was predicted by the model and correction for the alleged upward bias of the model brought all receptors within the range of the 8 hour standard by 1982. Similarly due to its size the garage would not be a significant indirect source in the North Station Area. There are no applicable EPA or DEQE standards for air quality within such structures. OSHA regulations will be followed.

#### c. Mitigating Measures

During construction the contractor selected will be subject to contract requirements for the selection of an environmental control officer as well as the control of fugitive dust and noise. The contract imposes on the contractor the duty of meeting all applicable federal, state, and local environmental criteria. For further discussion Section IV. The contents of standard contract clauses pertaining to environmental criteria are included as Appendix A.

Two overriding factors should be taken into consideration when predicting future air quality within the area of the four sites under consideration. First, as mentioned above the EPA's primary strategy for the improvement of air quality

in Massachusetts is the implementation of a vehicle maintenance and inspection program in 1982. Emission reductions are forecast of 36% by 1985 and 61% by 1999 (FHWA Technical Advisory T6640.5). Completion of the federal facility is scheduled for 1985. Secondly, the primary national strategy, the Federal Motor Vehicle Emission Control Program, is projected to reduce vehicle emissions by 1985 to 65% of their 1982 value.

In the final design of the facility GSA will attempt to ensure that entrances and exits are placed so as to minimize traffic congestion and, therefore, carbon monoxide concentrations. In addition GSA will encourage car pooling and mass transit use in accordance with the Boston Transportation Control Plan. In the opinion of the Massachusetts Department of Environmental Quality Engineering, Division of Air and Hazardous Materials these mitigating measures are sufficient for the sites remaining in consideration.

## 5. Noise

### a. Setting

The Boston CBD has the typical urban ambient noise environment found in any large city. Noise monitoring is conducted by the Boston Conservation Commission at eight sites in the downtown area. The most recent data indicate that L10 levels (those exceeded 10% of the time) were in the 58 to 78 decibel range, while L90 levels (those exceeded 90% of the time) were in the 52 to 66 decibel range. Levels of 75 to 80 decibels are considered normal for urban ambient noise, so it can be seen that downtown Boston has no unusual noise conditions. Background levels in the North Station area are somewhat higher due to the elevated Green Line and the expressway on ramp. Noise monitoring conducted in September, 1974 as part of the BRA Central Artery study at Haverhill and Causeway Streets recorded an L90 noise level of 69 decibels and an L10 of 90 decibels.

There are no E.P.A. or State noise regulations that would apply to Federal construction on any of the sites under consideration. However, the City of Boston has issued Regulations for the Control of Noise in the City of Boston which govern noise emissions from buildings and construction sites. The "Business District Noise Standard" established by



these regulations is a maximum level of 65 decibels for any existing building, measured at the lot line. For construction sites within business districts, the regulations set an L10 noise level standard of 80 decibels, measured no closer than 50 feet from the nearest active construction device, while no maximum noise level is specified. These regulations do not apply to impact devices such as pile drivers, jack hammers, rock drills, and pneumatic tools.

#### b. Impacts

The current noise level in the North Station area would be substantially decreased by removal of the MBTA Green Line elevated structure. The expressway noise would of course remain. Noise monitoring conducted in September 1974, as part of the BRA Central Artery study at Causeway Street underneath the Expressway recorded an L90 noise level of 73 and an L10 of 79 decibels. See Table 12 for impacts of background noise levels on human beings. The building on any of the four sites would not constitute a major source of stationary noise, and would contain no equipment or facilities which would violate the "Business District Noise Standard." The construction contractor will be required to comply with standard GSA noise control specifications, which are at least as stringent as the City regulations. Therefore, no violations of City noise regulations are anticipated as a result of this project. Vehicular noise impacts are expected to be minimal.

#### 6. Wind

It is not feasible to conduct extensive modeling and wind tunnel testing of all possible designs on each of the three alternative sites. Wind will be a design factor to be evaluated by the architect, and if warranted, wind tunnel studies will be performed during the design phase of the project.

#### 7. Shadows

Shadow configurations of hypothetical new structures have been considered for their effects on all four sites.

A study was conducted to estimate the extent and location of any potential shadows that structures on Site K might cast onto Boston Common. Two structures were assumed. One structure on Tremont Street was assumed to be 155 feet high. This particular height was chosen to coincide with the height restriction that is placed on Tremont Street for the benefit of

TABLE XII  
ESTIMATES OF MAGNITUDES OF NOISE EFFECTS<sup>1</sup>  
 (in dB (A) )

<u>Effect</u>	<u>Moderate Level of Effect</u>	<u>Appreciable Level of Effect</u>
Hearing Damage Risk <sup>a</sup>	70	90
Speech Interference <sup>b</sup>	45	60
Sleep Interference <sup>b</sup>	40	70
Physiological Stress <sup>b</sup>	*	90
Startle <sup>b</sup>	*	110
Annoyance <sup>b</sup>	50	60
Task Interference <sup>b</sup>	55	75

Notes: a 8-hour daily exposure  
 b any exposure

<sup>1</sup>Noise from Construction Equipment and Operations, Building Equipment,  
 and Home Appliances. NTID 300.1, December 31, 1971, (EPA)

the Common (Section III.A.4. Zoning). The second structure would front on Boylston Street and was assumed to be 190 feet high. This height was chosen as the maximum that may be necessary in order to meet the government's space requirements. THUS THE RESULTING PROJECTIONS CONSTITUTE A WORST CASE ANALYSIS.

Shadows were projected for March, June, September, and December at 8:00 a.m., 10:00 a.m., and 12:00 p.m. By 10:00 a.m. in December the shadow would extend only 280 feet, and at 10:00 a.m. in March and September only 100 feet. In June, March, and September the shadow disappears before noon. The maximum shadow is reached at 8:00 a.m. in December, when it is estimated as a worst case to project 2,575 feet onto the Common. In comparison, at that time the shadow of the adjacent Masonic Temple would extend 1,550 feet onto the Common and the shadow of the Tremont On The Common Complex would extend 3,575 feet. Thus the shadow is within the scale of other shadows presently impacting the Common.

As referred to above a recent zoning ordinance restricts building height on the Tremont Street side of the Common to 155 feet within 100 feet of the street line. A single structure complying with this ordinance would cast a shadow of 2,170 feet onto the Common in December in the early morning. The worst case analysis indicates that the project would cast a 2,575 foot maximum shadow, an additional 405 feet. At that time the sun is rising very rapidly causing the shadow to recess approximately 90 feet every 5 minutes. It should be noted that depending upon the rises and dips of the land, location of trees and newstands, etc., the shadow would be interrupted and effectively removed.

Regarding the three other sites, Site A, L, and P, there exist no significant open vistas which would be adversely impacted by the new construction. On all three sites, the surrounding areas are developed. Any shadows cast by new buildings would extend only as far as the next structure or roofs of structures beyond, thereby creating no more significant effect on the area than a cloudy day.

Shadows will be a design criteria for the project; however the preliminary analysis indicates that as a worst case the impact would be minor.

#### IV. PROBABLE ADVERSE ENVIRONMENTAL IMPACTS WHICH CAN NOT BE AVOIDED AND MEASURES TO MITIGATE ADVERSE IMPACTS

##### A. Temporary Unavoidable Adverse Impacts

There will be temporary adverse impacts relative to the construction activities which cannot be avoided. These impacts include:

1. The disruption or detouring of through traffic on streets abutting the site. This will temporarily introduce new traffic on streets and may contribute to peak hour congestion.
2. An increase of acoustic and seismic noise levels during hours of construction because of clearing, blasting, grading, the movement of heavy equipment or the use of certain machinery.
3. Dust and dirt from excavation may be a temporary nuisance and increase the amount of suspended particulates in the air. Fumes and vapors associated with construction may degrade air quality in the immediate vicinity of the site.
4. The construction process will temporarily degrade the aesthetics of the site.
5. There will also be temporary impacts on the office space leasing market with the release of the space leased by Government. These impacts will be minimal due to the low vacancy rate in high quality space projected for the date of project completion.

B. Minimizing Temporary Impacts

The Public Buildings Service's construction specifications ensure safety and guard against pollution on construction sites for Federal projects, thus minimizing temporary adverse impacts related to construction. They provide specific controls on construction activities to minimize noise, dust and other impacts. They also require that the contractor designate an "environmental control officer" to enforce these specifications, the requirements of the Occupational Safety and Health Act, and other applicable standards.

C. Permanent Unavoidable Adverse Impacts

The permanent adverse impacts relative to the location and operation of the facility are the kinds of impacts normally associated with the operation of an office building. These impacts include:

1. An impact on the sewage treatment, solid waste disposal, and water system of the City. However, there is an adequate capacity and availability of these services.



2. A demand on energy resources for heating, cooling and electrical purposes.
3. Minor changes in employee commuting habits may result. Basic travel patterns and modes should not measurably change however. Carpooling may be more convenient for some employees due to the concentration of employees in one building.
4. It will be necessary to relocate the site occupants of whatever site is selected.
5. The removal of taxable property from the City tax rolls.
6. To some extent, depending on number of stories, configuration, and location of the building on the site ultimately selected, shadows may impact surrounding areas.

#### D. Minimizing Permanent Impacts

Impacts on City utilities are expected to be minimal because most of the Federal employees to be housed in the new building are already located within the various utilities service areas, as mentioned in Section III.D. Any secondary impacts resulting from the backfilling of space to be vacated by Federal agencies are also expected to be minimal. Demands on energy resources will be minimized by conformance with GSA energy conservation design guidelines, as discussed in Section II. Impacts on traffic and public transportation during peak hours will be minimized by the implementation of "flexi-time" for Federal employees, as discussed in Sections III.E.1 and III.E.3. Relocation of site occupants will be accomplished in accordance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as discussed in Section III.C.5. Tax loss impacts will be minimized because of substantial abatements and arrearages on each of the three final sites. There will also be an offsetting beneficial tax impact caused by the increase in land values around the building site that will result from the upgrading of the area. Shadows will be a design criteria for the project to minimize any impact therefrom.

## V. ALTERNATIVES TO THE PROPOSED PROJECT

### A. No Action

If no project is undertaken to consolidate the Federal agencies now occupying leased space, the Government will be committed to a continuing policy of leasing agency space scattered throughout the downtown area on an as-needed basis. The demand for Federal leased space has increased continually in recent years, and it is expected that this trend will continue. This will result in increased diffusion of Federal agencies, and increased inconvenience to the public.

In addition, the Economy Acts of 1932 and 1933 make it illegal for the Government to lease space at an annual rental in excess of 15% of the Fair Market Value of the portion to be leased. The recent increases in the property tax rate in Boston have forced many landlords to increase their rents to the point where the limits imposed by the Economy Act are approached or exceeded. This increased rent actually makes it illegal for the Government to lease space in many of the buildings in downtown Boston.

No construction of a new building, of course, would mean no construction related impacts. Also the continued occupancy of scattered leased locations would not concentrate employee transportation and other demands in a single location.

### B. Acquisition of Space in an Existing Building for Consolidation of Leased Locations

This alternative could take the form of leasing or purchasing a building to consolidate some or all of the leased locations. In a recent market survey, only ten buildings were located in the downtown area with substantial blocks of space available for lease, and of these, five had annual rentals exceeding the limitations imposed by the Economy Act. Of the remaining five, only three had 100,000 square feet or more available, and none offered as much space as will be made available by the proposed new building. If one or more of these existing buildings were to be purchased by GSA, new construction would be required to satisfy the balance of Federal agency space requirements in Boston. This would result in a combination of the impacts associated with new

construction, and those associated with renovation of an existing building. Typical new construction impacts include temporary noise, dirt, and traffic congestion, the possible need for relocation of existing property owners and tenants, effects on the rental market, demand on utilities and services, and slight shifts in employee commuting habits. Renovation impacts are similar, with somewhat less severe temporary impacts. In addition, such a "mixed" renovation/new construction approach would spread the impacts of the project over several sites within the city rather than concentrating them at a single site.

The Federal Reserve Bank at 30 Pearl Street which, in the opinion of the State Historic Preservation Officer, appeared to meet the criteria for listing in the Historical Register of Historic Places, was considered for purchase and conversion to provide for the needs of Federal agencies in leased space. However, with only 241,000 square feet of occupiable space, it would have accommodated only some of the agencies proposed to be housed in the new Federal Building. Therefore, to provide Government-owned housing for all of the agencies in leased space, another existing building would have had to be acquired or a smaller Federal Building constructed in conjunction with the utilization of the Federal Reserve Bank property which would result in the combined impacts discussed above. Acquisition of the property would also have removed it from the City's tax rolls since the Federal Reserve Bank is a quasi-Federal Government agency and was paying property taxes. Both the Mayor of Boston and the Director of the Massachusetts Office of State Planning registered their opposition to GSA's acquisition of the Federal Reserve property. (See Correspondence B and C in Draft Environmental Impact Statement). The Bank property was recently purchased by private development interests, with the original portion of the facility being retained and converted into a hotel and the two more recent additions demolished for construction of a high rise office building.

In compliance with the Public Buildings Cooperative Use Act of 1976, the Advisory Council on Historic Preservation and the Boston Preservation Alliance (BPA), through the Advisory Council, recommended several sites on which GSA's space requirements might

be satisfied through a combination of new construction and reuse of existing historic structures. These included Church Green, the Custom House district, the North Station area, and the Youth's Companion Building area near Park Square. The Custom House district was later withdrawn by the Advisory Council, and the Youth's Companion Building was located a half mile outside of GSA's delineated area. The Church Green and North Station areas were included in the 15 sites investigated by GSA. Because of difficulties anticipated in the reuse of the numerous structures in the North Station area, height restrictions on new construction, and the indefinite status of transit and other improvements in the area which would be necessary for consideration of sites by GSA, none of the North Station sites were included among the final alternate sites. The Church Green area, which was the preferred site of the BPA and the Advisory Council, was included in the final three sites (Site L). As discussed in Section III.B, the existing structures on this site were evaluated by the Secretary of the Interior in order to determine their eligibility for inclusion in the National Register of Historic Places (Appendix N). If this site is ultimately selected, GSA's historic preservation conservator will prepare Historic Structures Reports for any structures to be retained and will formulate preservation parameters for new construction in order to minimize adverse impacts on the retained structures and the environment in general.

#### C. Extension of Existing Government-owned Buildings

The possibility of extending each of the five Government-owned buildings in downtown Boston was investigated, and was found to be infeasible for all of them. The relatively new John F. Kennedy Building in Government Center was not designed for expansion, and could not be extended either vertically or horizontally for structural and aesthetic reasons. The addition of a 29-story clock tower to the U. S. Custom House in 1915 precludes vertical extension of that building and site limitations prevent horizontal expansion. The Veterans Administration Outpatient Clinic is functionally obsolete and is intended for replacement in the near future. Horizontal expansion is impossible due to site limitations and vertical expansion is precluded by structural conditions,



zoning regulations, and the proximity of the building to Boston City Hall and several historic properties. The John W. McCormack Post Office and Courthouse occupies an entire city block and therefore cannot be expanded horizontally. Vertical extension is not considered feasible because the buildings framing system was not designed for such extension. The U. S. Appraisers Stores is bounded by two city streets, an abutting building, and the waterfront, and therefore cannot be extended horizontally. The building's framing and foundation system will not support a vertical extension.

Even if feasible, the extension of an existing building would involve a similar scale of construction activity and thus would not necessarily result in less construction impact. Also, relocation of employees and demands of community services and utilities would be similiar.

#### D. Alternative Sites for New Construction

Fifteen sites within the delineated area were made available for GSA's consideration for construction of the proposed building. Following a public hearing and physical inspection and analysis of the advantages and disadvantages of all fifteen sites, as discussed in Section III.A.1, the list of alternate sites was reduced to seven, and then further reduced to three. A fourth site was recently added for consideration at the request of the City. The environmental advantages and disadvantages of each of the four final alternate sites are discussed in detail in Section III, and summarized in Table 1 at the beginning of this Statement.

#### VI. RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

This section assesses the proposed project for cumulative and long-term effects from the perspective that each generation is trustee of the environment for succeeding generations. The extent of trade-offs between short-term environmental gains at the expense of long-term productivity, or vice versa, and the extent to which the proposed action forecloses future options are discussed.

#### A. Short- and Long-Term Trade-Offs

The construction and operation of the proposed Federal Building will not result in any significant short-term environmental gains at the expense of long-term productivity.

Long-term productivity relative to consolidation of agencies, increased convenience to the public, and energy conservation in construction and operation will be at the expense of short-term impacts on the environment relative to construction. There will also be short-term impacts on the rental market of the city of Boston because of the release of space now occupied by the agencies being consolidated.

#### B. Future Options Forclosed

The proposal commits whatever site is selected to use for an office building for a minimum of 50 years. The loss of the use of land for other purposes is not expected to be a major environmental consideration because the site will be within a developed city. The selection of Site A will preclude the use of 600 Washington Street for housing and the use of the Hayward Place garage site as part of the Lafayette Place project. The selection of Site K will preclude the use of the site for housing, as suggested by the BRA. However, the BRA acknowledges that no developer for this project has been identified and that the use of the site for housing would be less economic than use of the site for offices. The selection of Site L would preclude the continued retention by the City of the Bedford Street parking garage and the use of the Lincoln Street garage by Boston Edison, and would thus be in conflict with the City's plans for the Lafayette Place project.

#### VII. IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

The proposed new building requires the commitment of the use of a tract of land for an office building for a minimum of 50 years. The use of this land could have an effect on the natural resources of the site. However, the extent of this effect cannot be determined until a site is selected.

The proposal requires the commitment of materials and utilities necessary for the construction and operation of the facility. The use of a portion of the city's utilities, services, and natural resources weighed against the positive socio-economic effects of this project on the city's development and long-range plans could result in an overall positive impact on the community. However, the extent of this positive impact, if any, can only be judged after the site for the facility is selected and evaluated in light of the city's long-range plans for the area. Impacts of the selection of each of the three alternate sites on the city's plans is discussed in Section III.A.3.

#### VIII. PUBLIC AWARENESS OF THE PROPOSED ACTION:

GSA has maintained continuous contact with Federal, State, and local officials, as required by the Intergovernmental Cooperation Act of 1968, Office of Management and Budget Circular A-95, and administrative directives of the President. These contacts have been by way of correspondence (including required notifications and requests for information), meetings, telephone conversations, and personal visits. Parties contacted are listed in Section IX, and comments are included in Sections XII, XIII, and XIV. On March 31, 1978 the Draft Environmental Impact Statement was released. Since the DEIS was based on a delineated area, Additional Environmental Data was released May 31, 1979 to permit comment on specific sites. Newspaper articles from the Boston Globe, the Boston Herald American, the Boston Ledger, the Banker and Tradesman and the Christian Science Monitor appear in Section XV, Appendix B. A public meeting was held January 31, 1979 at Faneuil Hall in Boston to identify potential sites. A public hearing was held at Faneuil Hall on June 26, 1979 to hear oral comments on the Draft Environmental Impact Statement and the Additional Environmental Data. Mayor Kevin H. White and Mr. Lawrence F. Bretta, Regional Administrator of GSA, Region I, announced jointly at a press conference on March 27, 1980 that GSA had agreed to reopen its site selection process for the new Boston Federal Office Building to include a fourth site in the North Station area, and a Public Hearing was held on May 6, 1980 at Faneuil Hall to receive public input as to the proposed fourth site. The Transcripts of the June 26, 1979 and May 6, 1980 public hearings are included in Section XV, Appendix F.

In addition, numerous meetings were held with representatives of the Advisory Council on Historic Preservation, Mass. Historical Commission, Boston Preservation Alliance, Boston Redevelopment Authority, North Station Associates, the Chinese Community, Friends of the Public Garden, Civic Advisory Committee, Massachusetts Bay Transportation Authority, Massachusetts Office of Transportation and Construction, Massachusetts Executive Office of Environmental Affairs, the Environmental Protection Agency, and others.

IX. AGENCIES, OFFICIALS AND GROUPS CONSULTED ABOUT THIS ACTION:

A. Federal

Advisory Council on Historic Preservation

Federal Reserve Bank of Boston

Community Services Administration

Department of Commerce

National Weather Service

Economic Development Administration

Department of Army, Corps of Engineers

Department of Health, Education, and Welfare

Department of Housing and Urban Development

Department of the Interior, Office of the Secretary

Department of Labor

Regional Administration for Employment and Training

Regional Administrator for Employment and Training

Regional Administrator for Office of Administration and Management

Department of Transportation

Environmental Protection Agency

Office of The Regional Administrator

Water Programs Division

Air and Hazardous Materials Division



Small Business Administration

B. State

Massachusetts Historical Commission

Office of State Planning, Massachusetts

Executive Office of Environmental Affairs

Metropolitan District Commission

Massachusetts Bay Transportation Authority

C. Local

Boston City Police Department

Mayor's Office of Cultural Affairs

Metropolitan Area Planning Council

Office of The Mayor of Boston

Boston Landmarks Commission

Boston Redevelopment Authority

Boston City Conservation Commission

North Station Associates

Boston Edison Company

Boston Preservation Alliance

Society of Architectural Historians, New England Chapter

Washington and Tremont Street Neighborhood Association

Civic Advisory Committee

Conservation Law Foundation

Friends of the Public Garden

X. DISTRIBUTION LIST FOR THE DRAFT ENVIRONMENTAL IMPACT STATEMENT

A. Federal

Mr. Peter L. Cook  
Acting Director, Office of Federal Activities  
Environmental Protection Agency  
Room 537, West Tower  
401 M Street SW, Mail Code A-104  
Washington, DC 20460

Mr. Robert J. Stern  
Acting Director, Division of NEPA Affairs  
Department of Energy  
Mail Station E-201, GTN  
Washington, DC 02545

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Director, Office of Review and Compliance  
Advisory Council on Historic Preservation  
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Washington, DC 20005

Honorable Edward M. Kennedy  
United States Senate  
Washington, DC 20510

Honorable Paul Tsongas  
United States Senate  
Washington, DC 20510

Honorable Thomas P. O'Neill  
House of Representatives  
Washington, DC 20515

Honorable Brian J. Donnelly  
House of Representatives  
Washington, DC 20515

Honorable John J. Moakley  
House of Representatives  
Washington, DC 20515

Committee on Environment and Public Works  
United States Senate  
Washington, DC 20510

Committee on Public Works and Transportation  
House of Representatives  
Washington, DC 20515

William Patterson  
Regional Environmental Officer  
Department of the Interior, Northeast Region  
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Boston, MA 02109

Mr. Wallace E. Stickney, PE  
Director, Environmental and Economic Impact Office  
Environmental Protection Agency, Region 1  
John F. Kennedy Federal Building  
Boston, MA 02203

Mr. Donald Branum  
Regional Environmental Officer  
Department of Health, Education, and Welfare  
John F. Kennedy Federal Building  
Boston, MA 02203

Mr. Timothy M. Barnicle  
Regional Administrator of Employment and Training  
U.S. Department of Labor  
Employment and Training Administration  
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Mr. Stanley C. Weinberg, Jr.  
Regional Director  
U.S. Small Business Administration  
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Boston, MA 02110

B. State

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Governor of Massachusetts  
State House  
Boston, MA 02133

Mr. Curt Danforth  
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Boston, MA 02202

Ms. Patricia L. Weslowski  
Executive Director  
Massachusetts Historical Commission  
State Historic Preservation Officer  
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Boston, MA 02108

Mr. John A. Bewick  
Secretary  
Executive Office of Environmental Affairs  
Commonwealth of Massachusetts  
100 Cambridge Street  
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C. Local

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Ms. Helen Rees  
Director  
Mayor's Office of Cultural Affairs  
182 Tremont Street  
Boston, MA 02111



Mr. Leslie Larson  
Chairman, Preservation Committee  
Society of Architectural Historians, New England  
Chapter  
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Roger S. Webb  
Chairman, Federal Office Building Committee  
Boston Preservation Alliance  
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Boston, MA 02201

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Peter Eliot & Co., Inc.  
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Dedham, MA 02026

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President  
Washington and Tremont Street Neighborhood Association  
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Robert F. Loverud  
President  
Design Science International, Inc.  
One Longfellow Place  
Boston, MA 02114

DISTRIBUTION LIST FOR ADDITIONAL ENVIRONMENTAL DATAA. Federal

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Honorable Paul Tsongas  
United States Senate  
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Honorable Thomas P. O'Neill  
House of Representatives  
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Honorable Brian J. Donnelly  
House of Representatives  
Washington, DC 20515

Honorable John J. Moakley  
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Mr. Donald Branum  
Regional Environmental Officer  
Department of Health, Education, and Welfare  
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Mr. Timothy M. Barnicle  
Regional Administrator of Employment and Training  
U.S. Department of Labor  
Employment and Training Administration  
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Boston, MA 02203

Mr. Stanley C. Weinberg, Jr.  
Regional Director  
U.S. Small Business Administration  
60 Batterymarch  
Boston, MA 02110

B. State

Honorable Edward J. King  
Governor of Massachusetts  
State House  
Boston, MA 02133

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Executive Office of Communities and Development  
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Executive Director  
Massachusetts Historical Commission  
State Historic Preservation Officer  
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Executive Office of Environmental Affairs  
Commonwealth of Massachusetts  
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C. Local

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Dean Johnson  
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4 Joy Street  
Boston, MA 02108

Mr. Peter Brown  
Peter Eliot & Co., Inc.  
990 Washington Street  
Dedham, MA 02026



XII. COMMENTS RECEIVED ON DRAFT ENVIRONMENTAL IMPACT  
STATEMENT

Federal

- A. Environmental Protection Agency
- B. Federal Energy Regulatory Commission
- C. Department of Health, Education, and Welfare - Office  
of the Regional Director
- D. Department of Health, Education, and Welfare -  
Social Security Administration
- E. Department of the Interior
- F. Department of Labor
- G. Small Business Administration

State

- H. Executive Office of Environmental Affairs

Local

- I. Boston Redevelopment Authority
- J. Massachusetts Bay Transportation Authority
- K. Metropolitan Area Planning Council (Area-wide  
Clearinghouse)
- L. Boston Landmarks Commission



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY  
REGION I

J.F. KENNEDY FEDERAL BUILDING, BOSTON, MASSACHUSETTS 02203

June 9, 1978

Mr. L. F. Bretta  
Regional Administrator  
General Services Administration  
John W. McCormack Post Office & Courthouse  
Boston, MA 02109

Dear Mr. Bretta:

We have completed our review of the Draft Environmental Impact Statement (EIS) for the proposed Construction of New Federal Office Building, Repair and Alteration of John W. McCormack Post Office and Courthouse, and Purchase of Leased Food and Drug Administration Building, Boston, Massachusetts. We have the following comments.

1. General. In order to adequately assess the impacts of the specific site, a Draft EIS Supplement should be issued once the site for the new Federal Office Building is chosen. This supplement should allow for comments by both federal agencies and the public. As the EIS indicates, it is difficult to analyze environmental impacts until the site is chosen. Considering the variability of sites within the delineated area, especially the potential for some of them to become CO problem areas, such a supplement seems both useful and necessary.

2. Air Quality. After a specific site for parking is chosen, EPA should receive assurance that NAAQS standards for that site will not be violated. Detailed discussion of this impact should be included in the Draft Supplement and the Final EIS.

In addition, consolidation of office space offers an excellent opportunity for GSA to expand car and van pooling programs. We hope the Final EIS will elaborate on present car and van pooling plans, and measures that will be used to encourage the expansion of such programs in the future. Such programs can be valuable contributions to the achievement of air quality standards.

3. Noise. The Draft Supplement and the Final EIS should discuss any noise impacts caused by project related changes in traffic patterns.

Mr. L. F. Bretta  
Page Two  
June 9, 1978

In accordance with our national rating system, a copy of which is enclosed, we have classified the Draft EIS as LO-2.

We would appreciate receiving a copy of the Supplement and Final EIS when they are released.

Sincerely,

*Wallace E. Stickney*

Wallace E. Stickney, P.E.  
Director, Environmental & Economic  
Impact Office

Enclosure

## EXPLANATION OF EPA RATING

### Environmental Impact of the Action

#### LO -- Lack of Objections

EPA has no objections to the proposed action as described in the draft environmental impact statement; or suggests only minor changes in the proposed action.

#### ER -- Environmental Reservations

EPA has reservations concerning the environmental effects of certain aspects of the proposed action. EPA believes that further study of suggested alternatives or modifications is required and has asked the originating federal agency to reassess these aspects.

#### EU -- Environmentally Unsatisfactory

EPA believes that the proposed action is unsatisfactory because of its potentially harmful effect on the environment. Furthermore, the Agency believes that the potential safeguards which might be utilized may not adequately protect the environment from hazards arising from this action. The Agency recommends that alternatives to the action be analyzed further (including the possibility of no action at all).

---

### Adequacy of the Impact Statement

#### Category 1 -- Adequate

The draft environmental impact statement sets forth the environmental impact of the proposed project or action as well as alternatives reasonably available to the project or action.

#### Category 2 -- Insufficient Information

EPA believes that the draft environmental impact statement does not contain sufficient information to assess fully, the environmental impact of the proposed project or action. However, from the information submitted, the Agency is able to make a preliminary determination of the impact on the environment. EPA has requested that the originator provide the information that was not included in the draft environmental impact statement.

#### Category 3 -- Inadequate

EPA believes that the draft environmental impact statement does not adequately assess the environmental impact of the proposed project or action, or that the statement inadequately analyzes reasonably available alternatives. The Agency has requested more information and analysis concerning the potential environmental hazards and has asked that substantial revision be made to the impact statement.

If a draft environmental impact statement is assigned a Category 3, no rating will be made of the project or action; since a basis does not generally exist on which to make such a determination.



ENVIRONMENTAL PROTECTION AGENCY

RESPONSE:

1. A public meeting will be held prior to publication of the Final EIS so that all interested parties may express their views on the three final sites under consideration. Environmental impact information on the three sites will be available for review prior to the meeting. See the following self-explanatory correspondence between GSA and EPA.
2. Anticipated impacts on measured air pollution levels as a result of construction on each of the three sites is discussed in Section III.F.4.b. Present car and van pooling programs, and measures which will encourage their expansion in the future, are discussed in Section III.E.5.
3. As there are no known sensitive noise receptors in the immediate vicinity of any of the three final sites, any traffic increases resulting from the new building are not expected to cause significant permanent noise impacts. As discussed in Section III.F.5, no violations of city noise regulations are anticipated, either during construction or after completion of the building. Measures to mitigate temporary construction noise impacts are discussed in Section IV.B.

May 3, 1979

Mr. Wallace E. Stickney, P.E.  
Director

Environmental & Economic Impact Office  
United States Environmental Protection Agency  
John F. Kennedy Federal Building  
Boston, Massachusetts 02203

re: New Federal Building  
Boston, Massachusetts

Dear Mr. Stickney:


As discussed with Ms. Betsy Higgins of your staff last week, in lieu of a Draft EIS Supplement as suggested in your letter dated June 9, 1978 commenting on our DEIS, this agency is proposing to make available to the public without formal processing additional information compiled since the publication of our DEIS dealing specifically with the three sites remaining under consideration for the subject project and from which a final site will ultimately be selected after the filing of the Final Environmental Impact Statement.

We propose to circulate the information to known interested persons and groups, including of course those agencies which commented on our DEIS, and simultaneously to publicize the availability of the information in the Boston newspapers and other available local media. The notification will also advise the details of a public hearing to be held within 25-30 days thereafter, thus affording the public the opportunity to comment on the additional material and the project in general. All substantive comments received at the hearing and written extensions of hearing comments will be addressed in our Final Environmental Impact Statement.

We feel that our proposal accomplishes the same objectives as the supplement but at the same time involves substantially less time. Because of the rapidly escalating construction costs, this is of major concern to us.

We trust you will concur with our proposal, and we will appreciate your advising us in the matter as soon as possible.

Sincerely,

  
BEVERLY L. JAMES  
Director, Operational Planning Staff  
Public Buildings Service



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY  
REGION I

J.F. KENNEDY FEDERAL BUILDING, BOSTON, MASSACHUSETTS 02203

May 8, 1979

Beverly L. James  
Director, Operational Planning Staff  
Public Buildings Service  
General Services Administration  
John W. McCormack Post Office and Courthouse  
Boston, MA 02109

Dear Ms. James:

Thank you for your recent letter concerning the proposed new Federal Building in Boston.

Since your proposal to provide new information on alternative sites includes opportunities for comment and a public hearing, we believe it would accomplish the same objectives of a supplemental environmental impact statement, and have no objections to that procedure.

We appreciate being advised of your proposed use of this procedure, and look forward to reviewing the new information when it becomes available.

Sincerely,

*Wallace E. Stickney*

Wallace E. Stickney, P.E.  
Director, Environmental & Economic  
Impact Office

FEDERAL ENERGY REGULATORY COMMISSION  
WASHINGTON, D. C. 20426

April 21, 1978

Miss Beverly L. James  
Director, Operational Planning  
Staff  
General Services Administration  
Region 1, John W. McCormack  
Post Office & Court House  
Boston, Massachusetts 02109

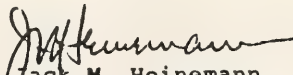
Dear Miss James:

I am replying to your request of April 5, 1978, to the Federal Energy Regulatory Commission for comments on the Draft Environmental Impact Statement for the construction of a new Federal office building in Boston. This Draft EIS has been reviewed by appropriate FERC staff components upon whose evaluation this response is based.

The staff concentrates its review of other agencies' environmental impact statements basically on those areas of the electric power, natural gas, and oil pipeline industries for which the Commission has jurisdiction by law, or where staff has special expertise in evaluating environmental impacts involved with the proposed action. It does not appear that there would be any significant impacts in these areas of concern nor serious conflicts with this agency's responsibilities should this action be undertaken.

Thank you for the opportunity to review this statement.

Sincerely,



Jack M. Heinemann  
Advisor on Environmental  
Quality

RESPONSE: Acknowledged





DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE  
REGION I  
JOHN F. KENNEDY FEDERAL BUILDING,  
GOVERNMENT CENTER  
BOSTON, MASSACHUSETTS 02203

OFFICE OF  
THE REGIONAL DIRECTOR

June 13, 1978

Ms. Beverly L. James, Director  
Operational Planning Staff, PBS  
General Services Administration  
Room 724, John F. McCormack Post  
Office and Courthouse  
Boston, Massachusetts 02109

Dear Ms. James:

H.E.W.'s Regional Environmental Council has reviewed the draft  
Environmental Impact Statement for the proposed Federal Building,  
Boston, Massachusetts.

Attached is a copy of the comments offered by this agency.

Thank you for giving us the opportunity to review and comment  
on this draft statement.

Sincerely yours,

Donald Branum  
Regional Environmental Officer

Attachment

## DEIS on Proposed Federal Building, Boston, Massachusetts

### Comments Offered by HEW

I. The DEIS on the proposed Fedreal Building in Boston is a very general document and glosses over a number of issues in a superficial manner. Two major shortcomings appear to be the treatment of agency space and parking accommodations.

The amount of space proposed for assignment to each agency varies significantly from a low of 99 square feet per person to a high of 687 square feet per person. The major concern here is that several agencies appear to have been assigned (albeit tentatively) an amount of space below the minimum standards set forth in the Federal Property Management Regulations.

While the Federal Property Management Regulations break down space requirements by grade level and various other factors including the amount of equipment (cabinets, etc.) necessary to fulfill agency requirements, a round figure of 150 square feet per person is utilized to approximate the amount of space necessary for each employee (including equipment). Six (6) agencies employ almost 50% of the proposed number of personnel to occupy the building will be allotted less than 150 square feet person person. Bringing each employee up to a minimum of 150 square feet would consume 23,804 s.f. of the 44,000 set aside for future expansion. While it may not be necessary to allot each of these agencies additonal space, it would seem to be necessary for 3 or 4 agencies.

Some of the agencies make mention of a modest growth rate of 3-5% per year anticipated in future years. If this figure is indeed modest, the building would be inadequate to serve the needs of all the agencies proposed before construction could be completed. The space reserved for future expansion would be consumed within the next three to four years. It is questionable as to whether the building can be completed in this time frame.

The net effect of a building at overcapacity is that the facility would not serve as a panacea for all federal needs in the City of Boston as much of the verbiage in the DEIS leads one to believe.

Since many of the proposed agencies would not be able to occupy the completed facilities, further leases would continue to exist, much of the consolidation of services could not take place, and overall efficiency would not be achieved to the extent described. The building itself would provide a long step toward achieving these objectives but the supporting arguments are not without fallacy.

The treatment of parking also leaves something to be discussed. The Clean Air Act of 1970 freezes construction of new parking facilities in Boston. However, the proposed site plan also includes areas which have little or already over-burdened parking facilities in the immediate area. It is somewhat misleading to state that "minor changes in employee commuting habits may result," more so if one of these areas is eventually selected. This would be especially true if the lack of adequate parking facilities require a complete change in the mode of commuting, increases the cost of transportation, and adds to the length of the workday inclusive of commuting time. (This is not to speak of the possibility of walking many blocks through snowstorms, rain, inclement weather or areas of increased danger where crime rates are higher than in other areas of the city.)

A general criticism of the DEIS is that it belittles the negative impacts of the project under the assumption that it will only involve changes within the same metropolitan area. However, the Boston metropolitan area, including Cambridge, covers considerable territory. The relocation of a number of federal agencies from one small area may have a serious economic impact upon the neighborhood; even to the extent of driving small business concerns completely out of business. It would appear that negative impacts have been discussed in a fairly cursory manner throughout the DEIS.

II. The primary concern after reviewing the DEIS is that based on HEW's projected need for 225,000 square feet of office space in Boston by FY'84, and deducting the allotment of 65,274 square feet which is HEW's proposed occupancy, this agency would then need 159,727 square feet at the J.F.K. Building--or an increase of 36,227 square feet over its present area of 123,500 square feet.

The question arises as to which agency does GSA proposes to evict in order to give HEW two additional floors here at the J.F.K.?

Additionally, it would appear that in designing the foundation for this building, the Government should allow for the possible addition of more stories to this structure. If the architect who designed the JFK Federal Building had done so, we would have added stories to the Lo-Rise section at great savings of time and money.

As you are well aware, the local realty interests oppose these measures because of the loss of revenues and the loss in taxes. However, the majority of space offered to the Government is less than first class and wouldn't meet all safety, health and handicapped standards without makeshift modifications or by waiving regulations. Increased efficiency of colocation and savings in rental costs inherent in these proposals will ultimately mean less outlay by the Government and a resultant saving to the public.



DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE  
OFFICE OF THE REGIONAL DIRECTOR

RESPONSE:

1. As noted in Section II of both the Draft EIS and in this Environmental Data, "...the proposed space assignments are tentative, for planning purposes in determining the required size of the new building. There may be reassignments of agency space between Government-owned and leased space before the proposed building is completed, so that agencies other than those listed may finally be assigned to the new building...."

A comparison of the housing plans in the DEIS and this document shows that such a change in proposed housing has already occurred. The major purpose of this change is to implement the President's Urban Policy, as mandated by Executive Order 12072 of August 16, 1978, entitled "Federal Space Management." This change has resulted in the proposed relocation of agencies from suburban Newton, Burlington, and Quincy to the Central Business District of Boston, as discussed in Section II. This will require the retention of more leased space in downtown Boston than is indicated in the DEIS. However, the building will still achieve its major objectives of consolidating agencies to the greatest extent practicable, and minimizing the amount of leased space required in the metropolitan area.

The amount of space proposed for assignment to agencies is based on requirements submitted to GSA by the agencies themselves. The number of personnel is based on budgeted personnel ceilings. It should be noted that the quoted "round figure of 150 square feet per each employee" applies only to office space, and that the areas proposed for assignment may also include special and storage space. This accounts for some agencies' proposed assignments being in excess of 150 square feet per person. The low figure for the new housing plan is 115 square feet per person. This is the same as the present utilization rate for the agency involved, and they have not indicated to GSA a need for increased space.

The freeze on construction of new parking facilities in Boston is mandated by EPA's Transportation Control Plan, as discussed in Section III.E.5, but does not apply to non-commercial facilities such as the proposed building. The adequacy of parking in the vicinity of each of the three sites is discussed in Section III.E.2. Due to the change in the proposed housing plan discussed above, employee commuting habits are expected to change to a greater extent than indicated in the DEIS. However, it is anticipated that the environmental impact of this change will be mostly beneficial, because it is expected to result in greater use of public transportation and car pools, and less use of single occupant vehicles. This is discussed in Section III.E.1 (All three sites are easily

accessible by all available forms of transportation. Such climatic conditions as snowstorms, rain, and inclement weather are not site specific. Crime is not expected to be any greater a problem at any of the three sites than at any other part of the delineated area.)

The relocation of individual Federal agencies from outlying areas to downtown Boston is not expected to have any significant adverse impacts on existing businesses in the vicinity of these agencies. This is because the space to be vacated is expected to be backfilled within one year due to the tight suburban office space market, as discussed in Section III.C.4.

2. As mentioned in Section II, three agencies are proposed to be relocated from the JFK Federal Building into the proposed new building. At that time, GSA will make the appropriate reassignment of this vacated space. (This comment does not really fall into the realm of environmental impact. Future correspondence on this matter should be directed to GSA's Space Management Division.)

At the time of project design due consideration will be given to incorporating future extension capability. Although the Federal Government is not subject to local zoning regulations, GSA attempts to comply with them wherever possible. There are varying zoning restrictions on each of the sites being considered, and those applicable to the site finally selected will, of course, influence the building design. Zoning is discussed in Section III.A.4.

# MEMORANDUM

TO : Donald Branum  
Regional Environmental Officer

DATE: June 20, 1978

IP0-RB3

FROM : Acting Director, DMA

SUBJECT: Environmental Impact Statement

We welcome the construction of a new Federal office building within the delineated area of downtown Boston and appreciate the opportunity to comment on that construction. We do have some concerns and they are in three areas:

1. Consolidation of all SSA components in Boston within contiguous space;
2. Special space requirements for the Boston district office;
3. Special needs for the Boston Teleservice Center.

## Consolidation of SSA Components

In our memorandum to ROFEC dated 7/18/77, we indicated at that time that we wish to have all our organizational components located in contiguous space. This was in response to the current moves which are beginning to take place within the JFK Building. SSA was, and still is, located in five separate locations. Even after the current moves have taken place, SSA will be located on both the 11th and 12th floors of the JFK Building, as well as the 23rd floor, a Summer Street location, and in Park Square (Boston D/O). As we pointed out in the July memo, we experience very real operational problems which are inherent with the physical separation of our components. As we stated then, the physical isolation of any component serves to subvert the SSA reorganization designed to unite the program entities and the application of SSA procedures in this Region. In a second memo to ROFEC dated October 28, 1977, we again reiterated our desire to unify all our components within the JFK Building.

If a second Federal building is constructed, we would hope that SSA would be granted three full floors of the JFK Building. This would allow us to bring all our components into one installation, thus being more manageable and allowing us to give better service to the public. We would want to occupy three floors in the JFK Building rather than simply

moving our components presently outside of the JFK Building into the new building and continue to end up with a split operation. GSA should certainly be able to accomplish this without any difficulty.

#### Space Needs for the Boston SSA District Office

The sites under consideration for the new Federal office building are all within the service area. However, this is a far-reaching area and there are various implications depending on the site chosen. The main concern for the new building in regards to the Boston district office would be the location. If the location was in the South Station area this could be quite suitable, however, if it should be in the Government Center area it would be less suitable or if located in the North Station area it would be unacceptable. Population/service area characteristic data would show that the North Station area, at best, would be a poor location for the district office. Also, transportation to the North Station area would be such that the bulk of the people coming into the Boston district office would require a subway change.

If the Boston district office is included in the new Federal building, the space should be located on the second or third floor to allow for easy access for our disabled and handicapped beneficiaries. This space also should be such that expansion would be possible, if warranted, at a later date, hopefully, in an area contiguous to that space.

If all the SSA components were consolidated together on three floors of the JFK Building the only unsuitable space for the district office would be on the first floor of the low-rise building. Some years ago, the SSA district office was located in the low-rise building and they had considerable problems there with people asking for directions within the building. Apparently, the public considered the SSA office a reception area for the entire complex, thus the traffic in the office was increased greatly by the number of people not on social security business but rather looking for directions to other parts of the JFK Building.

Space in the high-rise section of the JFK complex would be suitable for the district office as long as the office was given at least a full wing on either side of the building. The district office's space requirement is about 10,000 sq.ft. and any space that required a split operation would be unacceptable.

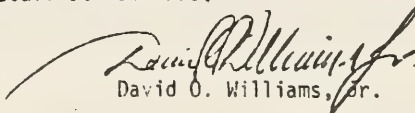
If we are given a choice however, in regards to the Boston district office, we would prefer to have it remain in it's present location. The present space is convenient as far as transportation is concerned and is also suitable and quite adequate for our needs.



### Special Needs of the Boston SSA Teleservice Center

There are several items unique to this type of facility that are of primary concern to us. There has been and is currently a problem at the existing Teleservice Center in regards to availability of space for expansion. Also, the weight of the telephone equipment is such that special supports are required and special care taken in construction of the flooring due to the excessive weight of this equipment. Third, the underfloor ducts must be greatly oversized in order to house the cabling for the telephone equipment. Finally, consideration must be given to the fact that the Automatic Call Distributor equipment is leased for a set time period. It is extremely expensive to relocate this equipment. Unlike other SSA components, we have no particular need to have the Teleservice Center located within the same building or within contiguous space to the rest of the regional office. Therefore, we would be reluctant to spend the money necessary for the relocation of the Teleservice Center.

This summarizes our basic concerns in regards to the new Federal office building. I cannot overemphasize our desire to have contiguous space for our regional office components. Hopefully, this new building will accommodate our needs in this regard. If you have any further questions, please contact Doug Aiken of my staff at 223-0223.

  
David O. Williams, Jr.

cc: ARC/FO  
AD II  
DM, Boston  
Manager, TSC  
Chief, FFSMPB  
FSS, PS/DA

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE  
SOCIAL SECURITY ADMINISTRATION

RESPONSE:

1. Under the present proposed housing plan, the SSA District Office and Area Office are to be relocated to the new building. The Teleservice Center and the Bureau of Hearings and Appeals District Office are to remain at their present locations. All other SSA components are to remain in, or be relocated to, the Kennedy Building.
2. All three of the final sites for the new building are within the South Station area (as opposed to the Government Center or North Station areas), identified by SSA as "suitable" for the District Office, which is proposed to be relocated to the new building.
3. All of the other comments are space assignment matters which should be directed to the GSA Space Management Division, J. W. McCormack Post Office & Courthouse, Boston.



ER-78/296

## United States Department of the Interior

OFFICE OF THE SECRETARY

Northeast Region  
15 State Street  
Boston, MA 02109

May 22, 1978

Dear Ms. James:

This is in response to a request for the Department of the Interior's comments on the draft environmental statement for construction of New Federal Office Building, Repair and Alteration of McCormack Post Office and Courthouse, and Purchase of Leased Food and Drug Administration Building, Boston, Suffolk County, Massachusetts.

The draft statement indicates that, in conjunction with the Public Buildings Cooperative Use Act of 1976 (P.L. 94-541), alternatives have been explored for using an historic structure for the new office building. Since no structures have been located which would adequately fulfill the General Service Administration's needs, a new site now must be identified.

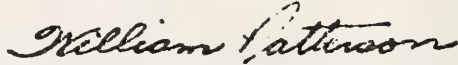
1. The statement does not discuss, under the section entitled "Impacts" on pages 20-21, how archeological impacts will be addressed in the final environmental statement. When a site for the new building is selected, an archeological survey should be undertaken under the supervision of the State Historic Preservation Officer. The existence of any archeological resources and potential project impacts should be discussed in the final statement. Otherwise, the statement correctly indicates that Section 106 of the National Historic Preservation Act of 1966 and Executive Order 11593 will be complied with in full.
2. The proposed actions appear to have no significant adverse impacts on fish and wildlife resources, and this should be mentioned in the final environmental statement. Also, upon selection of a construction site, we suggest that the final statement present a site-specific assessment of potential impacts related to ground-water conditions.



Ms. Beverly L. James, Boston, MA

3. The Department recommends that the feasibility of constructing recreational facilities in the building for Federal employees be discussed in the final statement.

Sincerely yours,

A handwritten signature in cursive script, reading "William Patterson".

William Patterson  
Regional Environmental Officer

Ms. Beverly L. James  
Director, Operational Planning  
Staff (IPG)  
General Services Administration  
John W. McCormack Post Office  
and Courthouse  
Boston, MA 02109



DEPARTMENT OF THE INTERIOR

RESPONSE:

1. The Massachusetts Historic Commission (MHC) has indicated that there is little likelihood that prehistorical or historical sites will be encountered in the areas of the final three sites. However, if in the opinion of GSA and the Commission, significant archeological remains are possible once a site is selected, an archeological field survey will be conducted. This is discussed in Section III.B.2. (The Executive Director of the MHC is the State Historic Preservation Officer.)
2. Vegetation and wildlife are discussed in Section III.F.2; groundwater conditions at each of the three final sites are discussed in Section III.F.1.
3. GSA does not propose to construct recreation facilities for Federal employees in the new building.

U.S. DEPARTMENT OF LABOR  
Employment & Training Administration  
John Fitzgerald Kennedy Federal Building

Boston, Massachusetts 02203

Ref: ITGMP

MAY 9 1978


Mr. L.F. Bretta  
Regional Administrator  
General Services Administration  
Region I  
John W. McCormack Post Office  
and Courthouse Building  
Boston, Massachusetts 02109

Dear Mr. Bretta:

In response to your letter of April 5, 1978 concerning : (1) construction of a new Federal Office Building (2) repair and alteration of the John W. McCormack Post Office and Courthouse, and (3) purchase of the Food and Drug Administration Building, the following comments are offered for your consideration:

1. It would appear economically feasible to construct new space to house many of the Federal agencies now occupying leased space. This action would bring together many agencies that lack cohesiveness because of their physical separation.
2. The renovation of the John W. McCormack Post Office and Courthouse appears to be logical to convert considerable existing space from Post Office to Courthouse use. The existing space will physically lend itself to courthouse use at a minimal cost.
3. If the purchase of the Food and Drug Administration Building, now under leasehold, is to the economic advantage of the Government, all of the factors considered being favorable, this agency interposes no objections to its purchase.

Sincerely,

  
Luis Sepulveda

Regional Administrator for  
Employment and Training

RESPONSE: Acknowledged.



U. S. SMALL BUSINESS ADMINISTRATION, REGION I

60 BATTERY MARCH  
BOSTON, MASSACHUSETTS 02110

April 11, 1978

Miss Beverly L. James, Director  
Operational Planning Staff  
General Services Administration  
John W. McCormack POCH  
Boston, MA 02109

Dear Miss James:

We appreciate the opportunity to respond to your request for environmental impact comments regarding the construction of a new Federal Office Building in Boston as well as repair and alteration work for the courts in the J.W. McCormack Building, and the purchase of the Food and Drug Administration Building.

Needless to say, as a Federal Agency we would have great interest as a potential occupant of a new Federal Building. More specifically, however, the construction and utilization of such a building would have beneficial economic impact in providing jobs and expanding Boston's base economy for small business.

The construction of a new federal building as well as renovation work in the McCormack Building would provide both immediate and long-term socio-economic impact to the Boston Area. As an Agency we have great interest in the contracting of the construction work involved in both buildings to insure that an appropriate portion of the business generated is awarded to small businesses under both our 8(a) Program and through set-aside contracts. We would have additional interest in the relocation of small businesses which might have to be moved to make way for the selected site of the new federal office building. SEA maintains a special loan program for displaced businesses.

Subsequent to occupancy of the new federal office building, we would be interested in any concessions for services in the building for small business procurements and minority entrepreneurs under continuing programs of the SBA.

We appreciate the opportunity to comment. Should you wish further information or discussion regarding small business interests in these proposed federal projects, please contact Mr. John W. Swenson, Assistant Regional Director for Administration, at this address.

Sincerely,

Stanley C. Weinberg, Jr.  
Regional Director

SMALL BUSINESS ADMINISTRATION

RESPONSE:

Employment impacts in general and SBA concerns in particular are discussed in Section III.C.2. The necessity to relocate any businesses on the site selected, and mitigating measures to be taken by GSA, are discussed in Sections V.C and V.D. Any businesses to be relocated by GSA will be informed of all available sources of assistance, including SBA loans.





# *The Commonwealth of Massachusetts*

*Executive Office of Environmental Affairs*

*100 Cambridge Street*

*Boston, Massachusetts 02202*

EVELYN F. MURPHY

SECRETARY

April 18, 1978

Miss Beverly L. James, Director  
Operational Planning Staff  
General Services Administration  
Region I  
John W. McCormack Post Office &  
Courthouse  
Boston, MA 02109

RE: DEIS No. EMA 78002

Dear Miss James:

Governor Dukakis has referred the DEIS on the Construction of New Federal Office Building, Repair and Alteration of John W. McCormack Post Office and Courthouse, etc. to this office for appropriate comment.

The site specific projects described in the DEIS are generally adequately covered, but the primary new construction of a new federal office building is not identified as to site. The areal features of site location are adequate as far as that feature is concerned, but a new 22 story building with 100,000 square feet of parking may present some extremely serious problems depending on its specific site location and design characteristics. In the densely developed downtown Boston area there exist difficult management problems with carbon monoxide, traffic congestion, pedestrian circulation, and wind and shadow impact. While location of new federal facilities in urban centers is encouraged, it must be accomplished in a manner that reflects as a highest priority locational sensitivity to urban problems. I would therefore suggest that the Final EIS, at a minimum, present and analyze several specific sites within the designated area. The objective should be to find that specific site which blends the building's mass and use into an existing dense urban area with an absolute minimum of disruption.

Thank you for the opportunity to comment on this DEIS.

Sincerely,

A handwritten signature in dark ink, appearing to read 'Evelyn F. Murphy'.

Evelyn F. Murphy, Secretary

MASSACHUSETTS EXECUTIVE OFFICE OF ENVIRONMENTAL AFFAIRS

RESPONSE:

Prior to site selection, a public meeting will be held so that all interested parties may express their views on the three final sites under consideration. Substantive comments presented at this meeting, and GSA's responses, will be included in the Final EIS. This is discussed in the response to Comment 1 of the Environmental Protection Agency.

In this Environmental Data, air quality impacts of each of the three final sites are discussed in Section III.F.4; traffic circulation is discussed in Section III.E.1; pedestrian circulation is discussed in Section III.E.4; wind impacts are discussed in Section III.F.6; and shadow impacts are discussed in Section III.F.7.

# Boston Redevelopment Authority

Robert F. Walsh, Director

MAY 30 1978

Miss Beverly L. James, Director  
Operational Planning Staff  
General Services Administration, Region I  
John W. McCormack Post Office and Courthouse  
Boston, Massachusetts 02109

Dear Miss James:

The Boston Redevelopment Authority has reviewed the Draft Environmental Impact Statement respecting the construction of a new Federal Office Building in Boston, repair and alteration of the John W. McCormack Building, and purchase of the leased Food and Drug Administration Building and submits the following comments for your consideration.

1. In general, we have no objections to either the proposed renovations to the McCormack Building or the purchase of the FDA Building, although we recognize that the latter action would have the adverse impact of removing the property from the tax rolls. With regard to the new Federal Office Building, we can only make some rather broad comments since specific sites have not been delineated. We would expect that the Final Impact Statement will locate specific sites, as well as recommend a preferred site for the construction of the new Federal Building. In addition, we would hope that the General Services Administration would coordinate its site selection process with the BRA and the City of Boston in order that an acceptable site may be selected.
2. In this respect, it is unclear why the "delineated area" was limited to only the four census tracts in Downtown Boston, which omits both the North and South Station geographic areas, as well as an area adjacent to Government Center. These omitted geographic areas are included within census tracts 701 (block group 2) and 203 (block groups 1, 2, 3).

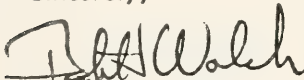
It is also unclear why GSA's criteria (location of historic districts, availability of purchase steam, proximity to Government Center area and availability of public transportation) would not equally apply to the North and South Station geographic areas. Although it is a fact that the existing zoning in the North Station area would not allow for high-rise development, the City of Boston recognizes that the zoning in the area does not reflect current market trends or the policy of the City to concentrate more intensive development in this geographic area.

We would, therefore, recommend that the proposed "delineated area" be extended to both the North and South Station geographic areas of Downtown Boston for the reasons outlined above.

3. It should also be recognized that the construction of a new Federal Office Building will remove taxable property from the City's tax rolls and thus deprive the City of tax revenues - the amount, of course, depending on the site to be acquired. Siting in the downtown office and retail area could preclude use of the property for prime office space and remove land with some of the highest evaluation in the City from the tax rolls. Discussion of this impact was clearly missing from the Draft EIS, although it was noted for the purchase of the FDA Building.
4. Furthermore, the construction of a 22-story tower within the downtown area would have a good potential for creating wind and shadow problems already prevalent in this area, which would necessitate careful siting and design of the building. We would expect that these physical impacts also be evaluated in the Final EIS.
5. We would also like to point out some corrections to the Draft EIS. On page 16 ("Relationship of DA to Urban Renewal Area"), it should be noted that the future of the Park Plaza plan is not uncertain and that all required City and State approvals have been obtained. The State Transportation Building is expected to be under construction by late 1978 or early 1979, and the BRA currently is soliciting proposals for the remaining development parcels in the project area. Secondly, with respect to ambient air quality (p.46), the most recent EPA and Massachusetts status reports on air quality indicate that Boston is considered an attainment area for  $SO_2$ .

We trust that these comments will be helpful to you in the preparation of the Final EIS; and again, we would look forward to working with the GSA in selecting an appropriate site for the new Federal Office Building.

Sincerely,



Robert F. Walsh  
Director



BOSTON REDEVELOPMENT AUTHORITY

1. As mentioned in the response to Comment 1 of the Environmental Protection Agency, a public meeting will be held prior to publication of the Final EIS, to afford interested parties the opportunity to comment on the three final sites under consideration. These comments, and GSA's responses, will be included in the FEIS. GSA has been, and will continue, coordinating its site selection process with the BRA and the City of Boston.
2. Since publication of the Draft EIS, the delineated area was further revised to include the North and South Station areas. This is discussed in Section III.A.1 and shown in Figure 2 of this Environmental Data.
3. Discussion of property tax impacts as a result of construction of the new building on each of the three final sites is contained in Section III.C.3.
4. Wind and shadow problems resulting from the proposed project are discussed in Sections III.F.6 and III.F.7, respectively.
5. Urban renewal areas and redevelopment projects are discussed in Section III.A.3. The information in this section has been reviewed and concurred in by the BRA Public Information Officer.
6. The change in attainment status for SO<sub>2</sub> from priority I to priority III has been noted in Section III.F.4.



**MASSACHUSETTS  
BAY  
TRANSPORTATION  
AUTHORITY**

50 High Street, Boston, MA 02110

Ms. Beverly L. James, Director  
Operational Planning  
General Services Administration  
John W. McCormack Building, Rm. 724  
Boston, Massachusetts 02109

Dear Ms. James:

The Massachusetts Bay Transportation Authority has reviewed the draft Environmental Impact Statement prepared by your office for construction of a new Federal office building in downtown Boston. The Authority supports this proposal, because it will serve to centralize the work location for Federal employees in the Boston area to downtown, where the MBTA is best equipped to assume a greater share of commuting by public transportation.

We do have concern for the effect of a new 22-story building for 2,300 employees on the passenger handling capabilities of our nearby transit stations. We recognize that a specific site for the new building has not been determined, and as the D.E.I.S. notes, "any localized impacts on transportation facilities cannot be evaluated until a specific site has been selected". The Authority therefore requests that the MBTA be added to the list of agencies, officials and groups to be consulted about this action, and that as a specific site is determined, we are notified so that we may review the likely effects of this building as located on our facilities. We need this information to determine whether modifications are needed to those nearby transit stations that may experience larger rush-hour peaks in travel demand due to the new building. We would also like to discuss with you the possibility of staggered work hours, if such a program is not already in effect for those Federal employees who will be located at the new building. This would contribute to better utilization of our rolling stock and a more comfortable ride for our users during the commuting hours.

We appreciate the opportunity to make this review and look forward to working with you as your plans for this new building are finalized.

Sincerely,

Warren J. Higgins  
Director of Construction

rt

Enclosure

cc: Mr. Curt Danforth  
Office of State Planning

## PROPOSAL REVIEW FORM

TO: <b>Dan Caufield</b> <b>MBTA</b>	DATE: <b>Apr 11 24, 1978</b>
	<b>78030365</b>

The following proposal has come before the Office of State Planning for its review. We are actively soliciting input on this proposal before taking any action. We would appreciate your comments or any information which you think would be helpful. If you have any questions, please feel free to contact the O.S.P. person identified below.

## PROPOSAL:

**National Environmental Policy Act of 1969**

SEE ATTACHED

PROPOSER: <b>General Services Administration</b>	OTHER SIGNIFICANT ACTORS:
LOCATION OF PROPOSAL:	OTHER RELEVANT INFORMATION (FUNDING, ETC.):

## REVIEW REQUIRED:

☐ State Clearinghouse (455) review. In your review, focus on the proposal's  
**XX** compatibility with your agency's plans, programs, and objectives.

For your evaluation and comment.

☐ Environmental Impact Statement and/or Environmental Impact Report.  
You are not required to comment on the advisability of the proposal; your review should focus on the adequacy of the EIS/EIR (see below).

For your information; comment if you wish.

Other:

Information is needed for us to better evaluate. Specific information  
if any requested: \_\_\_\_\_

OFFICE OF STATE PLANNING CONTACT PERSON: <b>PHOTO</b> <b>Curt Danforth</b>	REPLY DATE: <b>May 8, 1978</b>
---	-----------------------------------

For your convenience, you may use the space below for your comments. Alternatively, you may return your review, comments, and/or information on an attached sheet.

- |   |  |
|---|--|
| <input type="checkbox"/> Concur with proposal; no comment.                        | EIS/EIR report found to be adequate; comments (if any) attached. |
| <input checked="" type="checkbox"/> Concur with proposal; comments attached.      | EIS/EIR report found inadequate; noted inadequacies attached.    |
| <input type="checkbox"/> Concur conditionally with proposal; conditions attached. | Requested information attached.                                  |
| <input type="checkbox"/> Need more information; questions attached.               | Requested information is unavailable.                            |
| <input type="checkbox"/> Do not concur with proposal; explanation attached.       | Have no comment, as proposal is not relevant to our concerns.    |

## COMMENTS

SIGNATURE \_\_\_\_\_ DATE \_\_\_\_\_

REVIEWER (IF DIFFERENT FROM SIGNATORY) 141

MASSACHUSETTS BAY TRANSPORTATION AUTHORITY

RESPONSE:

The MBTA will be added to the list of "Agencies, Officials, and Groups Contacted About This Action" (Section IX) in the Final EIS. However, the identification herein of the three sites under final consideration should be of assistance in evaluating the impact of the project on existing MBTA facilities. MBTA concerns are discussed in Section III.E.3 of this Environmental Data.





Metropolitan Area Planning Council  
44 School Street Boston, Massachusetts 02108

Carla B. Johnston  
Executive Director

(617) 523-2454

June 30, 1978

Ms. Beverly L. James, Director  
Operational Planning Staff  
General Services Administration, Region I  
John W. McCormack Post Office and Courthouse  
Boston, Massachusetts 02109

RE: Environmental Impact Statement for Construction of  
New Federal Office Building, Boston (MAPC #ETR-78-12,  
Received April 10, 1978)

Dear Ms. James:

In accordance with the provisions of the National Environmental Policy Act the Metropolitan Area Planning Council, as metropolitan clearinghouse, has reviewed the above-referenced environmental impact statement.

Mr. Philip Zeigler and Ms. Gail P. Rotegard have been notified and requested to make review comments on the above application. Enclosed is the response of Mr. Zeigler. Ms. Rotegard's response will be forwarded upon receipt.

There appear to be no conflicts with the Council's regional goals and objectives.

Very truly yours,

Carla B. Johnston  
Executive Director

CBJ:kfp

Enclosure

cc: Mr. Philip Zeigler, BRA  
Ms. Gail Rotegard, MAPC Rep.  
Ms. Evelyn Murphy, EOE  
Mr. Frank Keefe, OSP



Metropolitan Area Planning Council  
44 School Street Boston, Massachusetts 02108

Carla B. Johnston  
Executive Director

(617) 523-2454

ENVIRONMENTAL REVIEW REQUEST

TO: Mr. Philip Zeigler  
Boston Redevelopment Auth.

DATE: April 10, 1978

I.D.#: #EIR-78-12

Enclosed is a description of the project referenced below.

The Council requests that you consider whether this report adequately describes the project's impact upon your community and addresses significant environmental benefits and potential damages.

ACTIVITY: See attached

E.O.E.A.#:

The Council has only 15 Calendar Days to file comments with E.O.E.A. To meet this deadline, your comments must be received at the MARC by:

MAY 10, 1978

- ☒ Adequately Describes Environmental Impacts (Comment Below)
- ☐ Merits Further Environmental Study (Explain Below)
- ☐ Need More Information (Questions Below)

EXPLANATORY COMMENTS:

SEE ATTACHED LETTER

RESPONSE:

The letter attached was a copy of the BRA's comment letter of May 30, 1978 to GSA. This letter was previously responded to in this appendix.

SIGNATURE:

DATE: 6/1/78

# Boston Landmarks Commission

---

May 24, 1978

Miss Beverly L. James, Director  
Operational Planning Staff  
General Services Administration, Region I  
John W. McCormack Post Office and Courthouse  
Boston, MA 02109

Dear Miss James:

Thank you for the opportunity to review and comment on the draft Environmental Impact Statement for a new Federal Office Building in Boston, the repair and renovation of the John W. McCormack Building and the acquisition of the Food and Drug Building. The Boston Landmarks Commission has reviewed the report and has the following comments to offer at this time.

First, the Commission feels that, in the matter of the new Federal Office Building, the report is somewhat premature in that no alternative sites for such a facility were considered in the draft EIS. This would suggest that there will not be an opportunity to comment on site alternatives before a specific recommendation is made. The Landmarks Commission would like an opportunity to comment on site alternatives before a final EIS is prepared on a specific site.

Second, the Landmarks Commission is particularly concerned that the requirements of the Public Buildings Cooperative Use Act of 1976 are fulfilled. The Commission commends the General Services Administration for requesting the Advisory Council on Historic Preservation to identify existing buildings in the area which are of historic, architectural or cultural significance and which would be suitable to meet the space requirements of the Federal Government. We have seen the preliminary report of the Advisory Council and believe that it represents a good start at assessing the opportunities. The Commission would be pleased to work with G.S.A. and the Advisory Council in exploring further these or other opportunities for including rehabilitation of existing buildings in G.S.A.'s plans for consolidating Federal office space. The Commission is particularly concerned that the process for complying with the Public Buildings Cooperative Use Act be adhered to in this instance, in view of its potential to set precedent for other G.S.A. projects.

It is the Commission's understanding that the procedures for compliance have only recently been established - a factor contributing to the timing of the completion of the Advisory Council's report on this project.

3. The assessment of the potential impact on existing office space in Boston of the removal of Federal offices to newly created facilities is inadequate in the view of this commission. The report fails to address the issue of the loss in city taxes from private owners now leasing space to the Federal government, and is cavalier in its treatment of the "short term adverse impact" on the lessors of buildings to be vacated. It ignores the larger question of the impact on Class B and C office space as a whole, of the loss of this market. Even without alternative sites, the draft EIS could have been helpful in addressing this particular issue. It is recommended that a more detailed investigation be made of this issue in the final EIS.

4. The map entitled "Historic Sites" is inaccurately titled and incomplete. We believe that the information contained on the map actually represents those properties now listed on the National Register of Historic Places. However, G.S.A.'s responsibilities under the Public Buildings Cooperative Use Act, the Historic Preservation Act of 1966 and Executive Order 11593 are not limited to properties listed on the National Register. The map included in the report does not begin to include the numbers of properties in the Downtown area of Boston which have historic, architectural or cultural significance and therefore should be considered both in exploring opportunities for rehabilitation and in assessing the potential impact of a new facility. (Please note map previously submitted in this regard.)

Again, thank you for the opportunity to comment on this report. We reiterate our offer to work closely with G.S.A. on this project.

Sincerely,

Pauline Chase Harrell  
Chairwoman

cc: Massachusetts Historical Commission  
Boston Redevelopment Authority  
Advisory Council on Historic Preservation

BOSTON LANDMARKS COMMISSION  
(letter dated May 24, 1978)

RESPONSE:

1. See Appendix III
2. See Section III.B.
3. See response to Correspondence D.

With the vacancy rate for prime space being practically zero, space in the older office buildings in Boston is being much sought after. This heretofore secondary office market has become a positive market, and with the existing and expected future scarcity of new office space and resultant rental escalations for that which is available, the positive market for space in rehabilitated older buildings is expected to be a continuing trend for some years to come. Thus, the Government's vacation of leased space of any class in Boston should have no adverse impact on the rental market.

4. The map (See Figure 8) has been corrected. GSA is aware that its responsibilities under the cited authorities are not limited to properties listed on the National Register.





XIII. COMMENTS RECEIVED ON ADDITIONAL ENVIRONMENTAL IMPACT

Federal

- A. Department of Interior - Northeast Region
- B. Department of Labor - Employment and Training Administration

State

- C. Massachusetts Historical Commission

Local

- D. Metropolitan Area Planning Council
- E. Society of Architectural Historians - New England Chapter
- F. Washington and Tremont Street Neighborhood Association
- G. Boston Preservation Alliance
- H. Boston Landmarks Commission
- I. Conservation Law Foundation
- J. Boston Redevelopment Authority



# United States Department of the Interior

## OFFICE OF THE SECRETARY

Northeast Region

15 State Street

Boston, Massachusetts 02109

ER-79/515

July 9, 1979

Dear Ms. James:

This responds to a request from the General Services Administration for the Department of the Interior's comments on additional environmental data for the construction of the new Federal Office Building, Boston, Suffolk County, Massachusetts.

The additional environmental data acknowledge that "there is a possibility that items of archeological significance may be found during the excavation of the site" and that work will cease if such items are discovered (page 64). Although satisfactory archeological surveys are difficult to perform in intensely developed urban areas, as much survey work as possible should be conducted prior to construction.

1.

When the construction site is selected, a site-specific assessment should be made of the potential impacts related to geologic and ground water conditions. The assessment should address the adequacy of natural foundations to support the proposed structure safely and also should identify the possible impacts of dewatering.

2.

The report adequately considers impacts of new construction on fish, wildlife, and recreation.

Sincerely yours,

William Patterson

Regional Environmental Officer

Ms. Beverly L. James

Director, Operational Planning Staff

General Services Administration

John W. McCormack Post Office and Courthouse

Boston, Massachusetts 02109

UNITED STATES DEPARTMENT OF THE INTERIOR

RESPONSE:

1. As noted in section III B.2 the State Historic Preservation Officer has determined that due to the previously disturbed nature of the sites the possibility of encountering artifacts of archeological significance is remote. However, once a site is selected, if in the opinion of the Massachusetts Historical Commission and GSA significant archeological remains are possible an archeological survey will be conducted.
2. As noted in section III F.1.b. preliminary geological studies were performed during the site selection process. As suggested further studies will be conducted of the selected site prior to foundation design.

U.S. DEPARTMENT OF LABOR  
Employment & Training Administration  
John Fitzgerald Kennedy Federal Building

Ref: 1TCMF

Boston, Massachusetts 02203

JUN 15 1979

Miss Levery L. James  
Director  
Operational and Planning Staff  
General Services Administration  
Region I  
John W. McCormack Post Office and Courthouse  
Boston, Massachusetts 02109

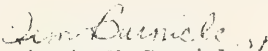
Dear Miss James:

A review has been made of the Draft Environmental Impact Statement, and of the three sites under serious consideration for the proposed new Federal Office Building in Boston.

This office can indicate no preference of one site over the others inasmuch as their locations are equally accessible to public transportation, restaurant facilities and the retail shopping area. Other Federal office buildings are roughly equidistant to the three proposed sites.

Thank you for the opportunity to review this statement.

Sincerely,

  
Timothy M. Barnicle  
Regional Administrator  
for Employment and Training







**MASSACHUSETTS  
HISTORICAL  
COMMISSION**

**COMMONWEALTH OF MASSACHUSETTS  
Office of the Secretary of State**

294 Washington Street  
Boston, Massachusetts  
02108  
617-727-8470

**MICHAEL JOSEPH CONNOLLY**  
Secretary of State

July 2, 1979

Mr. L. F. Bretta, Regional Administrator  
General Services Administration, Region 1  
John W. McCormack Post Office and Courthouse  
Boston, Massachusetts 02109

RE: Draft EIS, New Federal Office Building, Additional Environmental  
Data

Dear Mr. Bretta:

I have reviewed the Additional Environmental Data addendum to the Draft Environmental Impact Statement for the three sites proposed for the new Federal Office Building in Boston.

As you are aware, our concerns are for potential impact on significant historic resources and to encourage the re-use of sound historic properties.

I believe that on the whole, this report is a fair and comprehensive review of the subject sites. I do, however, have several questions and comments. With regards to Site K, unless the existing theatres can be incorporated into the new proposal and/or compatible uses can be provided for and encouraged, this site will be in conflict with the Theatre District Plan. This site will also require a detailed study of the shadow effect upon the Boston Common as well as other adjacent National Register listed or eligible properties such as the Boston YMCA.

1.

I am perplexed by the discussion of potential effect to the Tremont Street Brownstones and the Masonic Temple Building by development on Site K.

2.

If development would isolate these structures from the environment, then this should be viewed as a factor against development on the site rather than an argument against their retention on the redeveloped site.

With regards to potential historic resources, I believe that successful re-use of the structures at either Site A or L would have the most beneficial effects. The effect of development on Site A upon the Washington Street Theatre District however, will require more analysis. Site K, because of the re-use problems outlined in your text and because of potential shadow effects upon the Common and adjacent NR properties, appears to have the greatest potential for adverse effect to historic resources.

DISTRIBUTION

Original - 1PJM

cc: 1P, 1PB, 1PG, 1PC

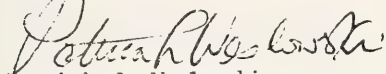
Page Two  
July 2, 1979

Mr. Bretta:

I would recommend that effects to historic resources be weighed heavily in the site selection process.

If I can be of further help please feel free to call.

Sincerely,

A handwritten signature in dark ink, appearing to read "Patricia L. Weslowski". The signature is fluid and cursive, with the first name "Patricia" being the most prominent part.

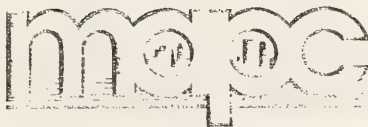
Patricia L. Weslowski  
State Historic Preservation Officer  
Executive Director  
Massachusetts Historical Commission

PLW/ej

MASSACHUSETTS HISTORICAL COMMISSION

RESPONSE:

1. If Site K were selected for the proposed project, the possibility of incorporating one or more of the existing theatres would be fully investigated. Shadow effects are discussed in Section III.F.7. Also see paragraph 2.a. of the Stipulations in the Memorandum of Agreement with the Advisory Council On Historic Preservation (Appendix P).
2. The Additional Environmental Data Addendum to the Draft E.I.S. did not recommend demolition of either the Masonic Temple or the Brownstones. What Appendix II did attempt to do was to identify the problems of retention both in light of the historic resources of the site and proposed construction on the sites being considered.



Metropolitan Area Planning Council, 44 School St., Boston, MA 02108, Tele. 617/52

July 6, 1979

Ms. Beverly L. James, Director  
Operational Planning Staff  
General Services Administration  
John W. McCormack POCH  
Boston, Massachusetts 02109

RE: Draft Environmental Impact Report for Construction  
of a New Federal Office Building, Boston (MAPC  
#EIR-79-12, Received June 1, 1979)

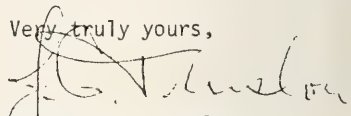
Dear Ms. James:

In accordance with the provisions of the National Environmental Policy Act, the Metropolitan Area Planning Council, as areawide clearing-house, has reviewed the above referenced environmental impact report.

The draft EIR and the additional environmental data appear to adequately address the impacts that can be expected to result from the proposed project. The siting of a new federal office building in downtown Boston, with accessibility to existing mass transit is consistent with the regional goals and objectives of MAPC as outlined in Policies for Land Use in Metropolitan Boston.

Enclosed please find the comments of Ms. Eugenie Beal, Boston's MAPC representative. The BRA has orally communicated with us regarding the Draft EIS. Their written comments will be forwarded upon receipt.

Very truly yours,

  
Jonathan G. Truslow  
Acting Executive Director

JGT:lab  
Enclosure

cc: Ms. Eugenie Beal  
MAPC Representative, Boston  
Mr. Philip Zeigler  
Boston Redevelopment Authority  
Mr. Russell J. Burke  
MAPC Staff

# ENVIRONMENTAL REVIEW REQUEST



Metropolitan Area Planning Council, 44 School St., Boston, MA 02108. Tele. 617/523-2454

DATE: JUNE 5, 1979

I.D. #: #EIR-79-12

TO: Ms. Eugenie Beal

COMMUNITY: BOS DN

Enclosed is a description of the project referenced below.

The Council requests that you consider whether this report adequately describes the project's impact upon your community and addresses significant environmental benefits and potential damages.

PROJECT TITLE: NEW FEDERAL OFFICE BUILDING

THE COUNCIL HAS ONLY 15 CALENDAR DAYS TO FILE COMMENTS WITH E.O.E.A. TO MEET THIS DEADLINE, YOUR COMMENTS MUST BE RECEIVED AT THE MAPC BY JULY 2, 1979



ADEQUATELY DESCRIBES ENVIRONMENTAL IMPACTS



MERITS FURTHER ENVIRONMENTAL STUDY



NEED MORE INFORMATION

## EXPLANATORY COMMENTS:

The City of Boston opposes sites A and K because of detrimental effects on Boston Common and because of congestion which would be added to the streets surrounding the Auto Restricted Zone.

Whichever site is chosen, the impact of a 285 car garage in a congested area should be investigated. Spaces for employees are not necessary and are undesirable.

SIGNATURE: Eugenie Beal

DATE: 7-3-79



METROPOLITAN AREA PLANNING COUNCIL

RESPONSE:

1. Shadows see section III F.7.
2. Traffic see section III E.1.  
Auto Restricted Zone see response to Correspondence H.
3. Parking see section III E.2.  
Employee parking will not be provided.



July 9, 1979

Mr. Lawrence F. Bretta  
Regional Administrator  
General Services Administration, Region 1  
John W. McCormack Post Office & Courthouse  
Boston, Mass. 02109

re: Draft Environmental Impact Statement,  
Construction of New Federal Office  
Building, Boston, Suffolk County,  
Massachusetts; Statement No. EMA78002  
(March 31, 1978) and Additional  
Environmental Data (May 31, 1979)

Dear Mr. Bretta:

This letter will serve to supplement my verbal comments on the Draft Environmental Impact Statement (DEIS) for construction of a New Federal Office Building in Boston (GSA Building) given at the public hearing held in Faneuil Hall on June 26, 1979. These comments deal basically with two aspects of the proposed project: (A) justification for the building on operational, public need, economic and energy investment grounds; (B) general and specific planning issues and environmental effects.

Rarely do environmental impact statements serve their intended purpose, namely, to protect the environment. More often than not they are misleading, biased and self-serving documents designed to placate the public and push dubious projects past a series of winking government agencies. The DEIS for the proposed GSA Building is no exception, dealing as it does with none of the issues in depth and failing to mention a number of the most fundamental issues at all.

(A) Justification for the project

(1) on operational and public need grounds

The DEIS makes no attempt to demonstrate the fundamental need for the project. It simply lists as "objectives": the consolidation of agencies, minimizing of leased space and improved public convenience. While 31 separate agencies (occupying from 1,205 to 63,112 square feet of space and employing from 6 to 344 persons each) are listed as potential tenants, no documentation is offered that their mutual proximity is necessary or even beneficial. In fact, a review of the list suggest the opposite. These agencies exhibit 31 separate and mostly divergent functions with only a few even remotely related.

DISTRIBUTION (from 1P 7/13/79)

Original - 1PG

cc: 1P; 1PJM

No evidence is presented to suggest that public convenience will be measurably enhanced by consolidation. Of the 31 agencies, 11 are already at the same address (100 Summer Street) and all but 4 are presently located in downtown Boston. These 4, like the Secret Service and the Federal Aviation Agency, are hardly the most visited and scarcely justify the expenditure of \$75 million to bring them downtown. No statistics are presented as to the number of people who visit more than one agency per trip.

The DEIS makes no attempt to prove that a new building will either improve inter-agency cooperation or intra-agency efficiency. Such evidence is fundamental to the success of the project. In fact, the consolidation and convenience arguments appear specious since GSA will still maintain 5 other major facilities in addition to the new building, and will continue to lease additional space as well.

Four alternatives, from no action to a new building, are mentioned in the DEIS but only the latter is considered in any detail. There is no attempt to show with any degree of depth that "no action" (continuing the leased space arrangement) is not a viable or preferred alternative to a \$75 million new building.

## (2) on economic grounds

The DEIS offers no rational economic justification for the expenditure of \$75 million for a new office building, particularly in a time of general taxpayer discontent. No statistics are offered comparing the cost of constructing and operating a new building with the cost of leased space. GSA presently leases about 565,000 square feet of space for about \$4.4 million per year. Occupants of 386,200 square feet will be relocated into the new building leaving about 178,800 square feet in leased space paying about \$1.4 million in rent. While GSA will presumably save \$3 million per year, the DEIS fails to even hint at the cost of operating the new building. The new building will be operated under contract, according to the DEIS, but no figures are projected comparing this to in house GSA operation.

In strictly economic terms, GSA would appear to be ahead by investing the \$75 million and continuing the leased space arrangement for \$4.4 million per year. An 8% return would yield \$6 million per year; 9%, \$6.675 million; and 10%, \$7.5 million.

A new GSA Building will result in a significant real estate tax loss to the city of Boston in two ways: directly, by removing substantial properties from the tax rolls and keeping them off; indirectly, by reducing or eliminating the estimated \$500,000 in real estate taxes generated from the currently leased space.

Mayor White's letter attached to the DEIS stated: "The city cannot cooperate in the removal of any further property from the tax rolls...unless and until a prior written agreement is reached regarding a payment in lieu of taxes." The DEIS contorts itself into a position that the city will actually gain taxes by having a site removed from the rolls. In fact, all three sites being

considered presently deliver substantial taxes to the city: Site A, \$387,620; Site L, \$381,854; and the seemingly preferred Site K, \$609,666 per year. If GSA stays away, it is likely that all three of these sites will soon see rehabilitation and new construction from the private sector with a substantial increase in taxes as a result. With 58% of the city exempt, Boston simply cannot afford further erosion of its tax base.

The DEIS claims that the release of GSA's leased space will have a positive impact on the office market. Actually, if GSA continues to lease, the resulting tight office market will stimulate new private construction which will yield the same economic benefits as the GSA Building (construction jobs, etc.) plus extend the city's tax base as well. A not inconsiderable by-product of GSA's continuing to lease will be the preservation of those older buildings by keeping them economically viable.

### (3) on energy investment grounds

Approximately 1/3 of all energy consumed in the U.S. involves buildings, either as embodied (construction) energy (used to process and put materials in place), demolition energy, or operating energy (light, heat, maintenance). For example, 8 bricks embody the energy equivalent of 1 gallon of gasoline. While energy is probably the number one concern in the United States today, the subject was scarcely mentioned in the DEIS, with the only references being a generalization to the effect that "energy conservation measures will be included," and projected energy requirements of 63,000,000 pounds of steam and 11,600,000 kilowatt hours of electricity per year for operation. No hint was given of the tremendous energy savings of the "no action" option.

According to formulas developed by Booz, Allen & Hamilton, Inc. ("Assessing the Energy Conservation Benefits of Historic Preservation" January 1979) the embodied energy investment required for a 960,380 ft<sup>2</sup> new GSA Building would approximate 1.58 quadrillion BTUs, or the equivalent of about 1.4 billion gallons of gasoline. This energy is non-recoverable.

Looking at Site K, for example, the embodied energy in the 13 existing buildings totals about 684 trillion BTUs. Considering three rehabilitation/demolition/construction options for Site K, the approximate energy investments would be as follows: (a) total rehabilitation (506,625 ft<sup>2</sup>) plus new construction (453,755 ft<sup>2</sup>), 1.125 quadrillion BTUs; (b) demolition of 7 buildings (176 Tremont, 10 & 28 Avery, 10 Haymarket, 597, 605, 617 Washington), rehabilitation of 6 buildings (239,900 ft<sup>2</sup>) plus new construction (720,480 ft<sup>2</sup>), 1.77 quadrillion BTUs; (c) total clearance of site, all new construction (960,380 ft<sup>2</sup>), 2.26 quadrillion BTUs, or the equivalent of about 2 billion gallons of gasoline. Totals include embodied energy in existing buildings, rehabilitation and new construction, plus demolition energy and lost embodied energy in demolished buildings.



No attempt was made in the DEIS to assess the impact of this massive commitment of energy to a project without an established need, nor was any attempt made to compare operating energy requirements of the proposed new building with the leased space arrangement.

(B) General and specific planning issues and environmental effects

(1) general planning issues and environmental effects

Up until the early 1950s Boston had evolved as a city comprised of a rich variety of buildings uniquely human in scale. Since that time a number of oversized buildings have appeared, nearly all of them incompatible with Boston's basic urban character. All of these large scale buildings (those of greater height or bulk than the Little Building or the Exchange Building, 10 stories, 400,000 ft<sup>2</sup>) have left a legacy of negative impacts on the Boston environment and it is unlikely that the proposed GSA Building will be an exception. In addition to massive anomalous scale, these impacts have included increased density and congestion, traffic, wind, shadows, energy waste, pollution, loss of historic resources, destruction of vistas and streetscapes. Witness the colossal visual blight of Prudential Center, Hancock tower's 4 million-square-foot shadow, One Beacon Street's permanent mini-tornado.

Due to GSA's rigid and arbitrary requirement for nearly 1 million contiguous square feet of space, implementation of the Public Buildings Cooperative Use Act becomes extremely problematic. The basic incompatibility of what GSA claims to require with what Boston has to offer is obvious. 25 or 30 stories cheek-by-jowl with 4 stories produces a Mutt and Jeff effect, farcical in terms of urban design and pathetic from a preservation standpoint. These problems are not addressed in depth in the DEIS.

For the Cooperative Use Act to work effectively in this case, GSA would have to find a site with old buildings capable of absorbing about 2/3 of the required space in order to keep the bulk of new construction within reason. Otherwise, the most feasible solution- and most acceptable from an urban design standpoint- would be all new construction on previously considered Site H, at New Chardon Street in Government Center.

(2) issues related to particular sites

(a) Site A. The one advantage of Site A lies in the relatively large size of the Washington-Essex Building whose reuse could reduce the bulk of new construction by up to 30%. In other respects it suffers from most of the disadvantages of Site K (discussed under Site K) such as incompatibility of scale and use with the neighborhood.

The DEIS notes that use of Site A "would create serious non-compliance problems for the City in its agreement with the Lafayette Place developer." If this is the case, why is this site being considered by GSA?



(b) Site K. All 13 buildings on this site are significant for architectural, historical and/or environmental reasons. Their variety and grouping would make combined reuse difficult. With little vacant land for new construction, GSA would undoubtedly feel compelled to demolish some or all of the buildings to meet its objectives. The block is an important part of the Theater District containing Boston's two oldest theaters, the State (originally Park, 1879) and the Astor (originally Tremont, 1889), and linking the Savoy block with the rest of the district. A massive new building would divide the district and be completely out of scale with it.

A million-square-foot building would severely impact the Boston Common visually and in terms of wind and shadows. Witness "Tremont on the Common."

The impact of the project on a number of adjacent National Register properties and Boston City Landmarks would be negative. These include the Washington Street Theaters Historic District, Boston Common, the Tremont Street Subway (a Registered National Historic Landmark), the Boylston Building, the YMC Union, the Hayden Building and Jacob Wirth's Restaurant. In addition a number of the buildings on the site fall within the contemplated Piano Row Historic District.

The GSA Building is inconsistent with the city of Boston's plan for revitalization of the Theater District, founded on rehabilitation of existing structures and new construction in scale with the old. Government offices are incompatible with theatrical and related uses. They are also contrary to the BRA plan for increase in residential uses in the district.

The block has a potential high tax yield for the city which would be lost if this site is selected by GSA.

Coupled with other planned new construction on the fringes of the Theater District, the GSA Building would serve to drive up land values thus encouraging additional large scale new construction at the expense of the area's theaters and historic smaller buildings.

The DEIS falsely stated that Site K is favored by the Chinese Community.

(c) Site L. The DEIS states: "The use of site L...would be in direct conflict with the City's plans for Lafayette Place, according to the BRA Director of Downtown Development." If so, why is Site L being considered by GSA?

(d) Site H. The New Chardon Street site, adjacent to the Hurley Building, is the only available location where a large scale federal office building will be compatible in terms of land use and urban design. A new building would eliminate an ugly vacant lot and complete a ragged and unfinished state office building. The location, one block from the JFK Building in Government Center, is ideal, if public convenience and agency proximity are really a prime concern. The land is publicly owned, readily available and should prove relatively free of construction difficulties. Relocation problems

should be minimal with only one business, Langone's Funeral Home, on a small corner of the site. The city of Boston would not see valuable property removed from the tax rolls and there would be no loss of historic resources. Site H is located in an area now dominated by large scale new construction where a new federal office building would not be anomalous.

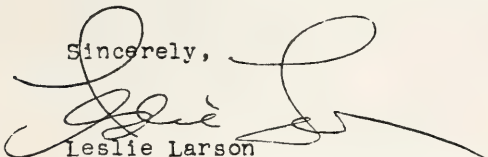
Government buildings belong in Government Center and not in the Theater District or on Boston Common.

The DEIS has failed to demonstrate that a new GSA Building would positively impact any of the three proposed sites (A, K, L) and has, in fact, failed to justify the need or public benefits of such a building in Boston.

Finally, the overall decision-making process must be open to public scrutiny, with answers provided to the following questions: Which person or persons will make the final decision for or against the proposed GSA Building and/or for or against a particular site? Will the decision be based strictly on the technical and environmental merits of the project or will the decision be politically based? To what extent will the Speaker of the House of Representatives directly or indirectly participate in the decision?

All of the issues herein discussed must be dealt with forthrightly and in depth in the Final Environmental Impact Statement for the proposed New Federal Office Building in Boston.

Sincerely,



Leslie Larson  
Chairman, Preservation Committee

SOCIETY OF ARCHITECTURAL HISTORIANS

RESPONSE:

(A) Justification for the project

The fundamental need for the project is discussed in the Report of Building Project Survey (Appendix H) which was approved by the U. S. House of Representatives Committee on Public Works and Transportation on May 10, 1978 and the U. S. Senate Committee on Environment and Public Works on June 12, 1978. With the exception of the alternatives of acquisition of historically, architecturally or culturally significant buildings which could not be fully explored at the time in the absence of the findings of the Advisory Council on Historic Preservation, a thorough evaluation of the alternative solutions to Federal agency housing in Boston was made during the planning phase of the project proposal prior to and during the development of the Draft Environmental Impact Statement. A cost analysis of new construction versus leasing which takes into account operating costs and real estate taxes was part of said evaluation and is included in Appendix H.

Due to the current tight office space market in Boston, with demand far outweighing supply and little new space coming on the market (See Section III.C.h.a. and Appendix J), space to be vacated by the Government will be absorbed quickly, thus minimizing impact on the office space market. Also, with the trend of constantly expanding space needs of the Federal Government, there undoubtedly will be a need for more leased space after construction of the new Federal Building than can presently be accurately estimated.

Mayor White's letter related specifically to the Government's proposed acquisition of the former Federal Reserve Building. Since that time, the City has suggested several potential sites for the proposed Federal Building, the use of any one of which would remove property from the City's tax rolls.

The statement as to the imminent development and rehabilitation of all three sites is speculative, and not borne out by any factual data in the commenting letter or in our research into proposed redevelopment plans in the areas concerned.

With regard to GSA's release of leased space, according to our realtor sources the "seller's market" status of the real estate market will continue for an indefinite period with little new

construction starts on the horizon and a near zero vacancy rate already a reality. Therefore, we reiterate that GSA's release of leased space, which is already anticipated to be less than that contemplated when the new Federal Building project was authorized, will have a positive effect on the market, and that the stimulus for new office building construction will exist with or without the Government's release of leased occupancies.

A Preliminary Energy Analysis has been performed and a preliminary energy performance design goal of 31,000 BTU's per square foot per year has been established. See Section II.

(B) General and specific planning issues and environmental effects

The construction of any sizeable office building in the downtown of a major urban area such as Boston cannot help but have an impact on its environs and the community as a whole. However, these impacts can be beneficial as well as adverse. In proposing the construction of a new Federal Building in Boston, it is the intent of GSA that it will result in expanded socio economic benefits to the community and will be compatible with and enhance its environs, and that the commercial, cultural, recreational or educational activities which will be encouraged to outlease space in the building will complement or supplement ongoing development or revitalization in the area in which the project is ultimately located.

While we do not deny that the proposed Federal Building project will take on greater height than the Little Building or the Exchange Building, 10 stories, it would truly be a comparison of Mutt and Jeff proportions to categorize the proposed Federal Building with such structures as Prudential Center, Hancock Tower or One Beacon Street, which contain 52, 60 and 40 floors, respectively. As stated in the Draft Environmental Impact Statement and the Additional Environmental Data, the Federal structure is not proposed to exceed 22 stories, with the actual height to be determined at the design phase and based on the site selected.

The proposed occupiable area in the new Federal Building was by no means an arbitrary figure but rather was determined as a result of a comprehensive planning study of the Federal space situation in Boston, and at the time the study was made the occupiable area proposed was sufficient to provide housing for all applicable Federal activity in leased space in Boston. However, between the time the prospectus for the project was prepared and submitted to the Office of Management and Budget and Congress and the time that the prospectus was approved and the project authorized, several



unforeseen developments occurred, namely, the announcement of the President's urban policy which required that we relocate agencies into Boston from outgoing areas, and the creation of new Federal programs and agencies requiring the establishment of new Federal offices in Boston and the expansion of many others. Thus, although the proposed project could no longer provide for the space needs of all of the Federal agencies in or proposed to be soon relocated to leased space in Boston, GSA was committed to the project as it was approved and authorized.

All of the final sites under consideration have certain disadvantages as well as advantages to be weighed in making the ultimate site selection for the proposed project. With regard to the specific issues raised relative to the effects on Lafayette Place which selection of Site A or L would have, experience has shown that with a project such as Lafayette Place which has been in such an indefinite on and off status for so long, what appears to be the situation one day may very well change by the next. Therefore, the information received from the then Director of Downtown Development for the BRA was not considered sufficient justification in itself for elimination of either site from further consideration. Also, please refer to paragraph D on page 4 of the Boston Redevelopment Authority's commenting letter dated 26 June 1979 which is included herein as XIII.I.

See Wind and Shadows in Section III.E.6&7 of the Additional Environmental Data.

See Memorandum of Agreement with Advisory Council on Historic Preservation (Appendix O).

See Community Land Use and Plans in Section III.A.3.

The proposed Federal Building will be an economic stimulus and will serve to encourage further development and rehabilitation wherever it is constructed. This will result in potential favorable land use changes and improvements to existing properties which will increase land values and tax yield to the City and thus more than compensate for the loss from the tax rolls of whatever site is selected for the project.

At a meeting with representatives of GSA on February 16, 1979, representatives of the Chinese community indicated their favorable reaction to Site K as a potential site for a Federal Building as stated in Section III.C.1.b of the Additional Environmental Data. It was naturally assumed they spoke on behalf of the community.



See Section III.A.1. Delineated Area and Site Selection Process. A detailed evaluation was made applying the site selection criteria to the fifteen sites which had been identified to GSA for consideration, resulting in Site H being included among those which were eliminated from further consideration.

The Regional Administrator, GSA Region 1, will be solely responsible for making the final site selection for the proposed new Federal Building in Boston after appropriate consideration of all pertinent environmental, economic and technical considerations.

Mr. Lawrence Bretta  
Regional Director  
Government Services Administration  
Room 640  
The John W. McCormack Building  
Boston, Massachusetts

July 9, 1979.

Dear Mr. Bretta,

I am forwarding a copy of our "Environmental and Economic Impact Statement on the Construction of a New Federal Office Building" for entry into the public record.

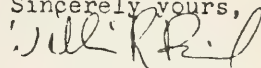
As can be noted, this association is in favor of "SITE A".

Your consideration of the views expressed herein would in our judgement contribute greatly to the overall revitalization of downtown Boston.

I would like to extend an invitation to our next meeting which is scheduled for July 19th at 6:00 p.m. at the New Adams House Restaurant, 533 Washington Street.

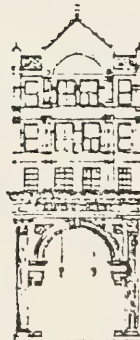
We hope to hear from you soon.

Sincerely yours,



William R. Picard  
President  
Washington & Tremont  
Str. Neighborhood  
Association ...

DISTRIBUTION (from 1P 7/13/79)  
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cc: 1P; 1PJM



The Modern Theatre Inc.  
523 Washington Street  
Boston, Mass. 02111

**WILLIAM R. (Bill) PICARD**  
Director of Development  
and Planning

WASHINGTON  
NEIGHBORHOOD

& TREMONT ST.  
ASSOCIATION

A STATEMENT ON:

THE ENVIRONMENTAL AND ECONOMIC  
IMPACT OF LOCATING THE NEW  
FEDERAL OFFICE BUILDING ON  
WASHINGTON STREET IN BOSTON...

SUBMITTED TO:

MR. LAWRENCE BRETTE

REGIONAL DIRECTOR

GOVERNMENT SERVICES ADMINISTRATION

## INTRODUCTION :

THE WASHINGTON & TREMONT STREET NEIGHBORHOOD ASSOCIATION IS A GROUP OF RESIDENTS, BUSINESS PERSONS AND PROPERTY OWNERS LIVING AND DOING BUSINESS IN THE THREE-BLOCK AREA BETWEEN WASHINGTON AND TREMONT STREETS, BORDERED ON THE NORTH BY TEMPLE PLACE AND ON THE SOUTH BY BOYLSTON STREET.

The organization's goals are:

- To develop better communication in the neighborhood.
- To improve public safety in the neighborhood.
- To improve the environmental quality of the neighborhood.
- To improve the public image of the neighborhood.
- To promote the residential, business and cultural development of the neighborhood.
- To successfully integrate a neighborhood critical to the revitalization of downtown Boston.

The following statement is a result of four public meetings held to discuss the impact of ongoing and planned developments in the area. It reflects the consensual opinion of those people who have experienced the decline of the area and who are working together to revitalize the area.

We seek to work together with public and private developments in the neighborhood.

WILLIAM B. PICARD  
PRESIDENT ~  
KENNETH CRISTAL  
VICE-PRESIDENT ~  
ROBERT E. REILLY  
TREASURER ~  
JAMES GORMAN  
SECRETARY ~

CHARTER  
MEMBERS:

ADAMS TRADING CO.  
AVERY HOTEL ~  
BEST WIGS ~  
BRATTLE BOOK  
SHOP ~  
CRISTAL'S OF  
BOSTON ~  
HARRY SHIRES ~  
HOUSE & HURWITZ ~  
I V BLOOM, INC. ~  
IANE BRYANT, INC.  
LE BOW BROS.  
CLOTHING CO. ~  
MICKY FINN ~  
MODERN THEATRE  
INC. ~  
MR. ALAN, INC. ~  
NEW ADAMS  
HOUSE ~  
OPERA COMPANY  
OF BOSTON ~  
PARAMOUNT EAST  
RELIABLE SUPPLY  
CO. ~  
RICHARDS SHOES ~  
SALLINGERS  
CLOTHING ~  
SNYDER'S, INC. ~  
WASHINGTON  
WORLD OF  
PHOTOGRAPHY

Mr. Lawrence Bretta  
Regional Director  
Government Services Administration  
Room 640  
John W. McCormack Building  
Boston, Massachusetts

WASHINGTON &  
TREMONT STR.  
NEIGHBORHOOD  
ASSOCIATION ~

The Washington & Tremont Str. Neighborhood Association wishes to go on public record in favor of Site "A" for the proposed "new Federal Office Building" as outlined in G.S.A. documents currently being used for planning, design and construction.

Site "A" was selected unanimously for the following environmental and economic reasons:

- Preservation of two theatres and one hotel along with currently established taxable businesses will greatly impact the future environmental, economic and cultural well-being of our neighborhood. Given the fact that two residential developments will soon be located in the immediate area, the increasing cultural vitality and influx of visitors to Boston would help create a safer neighborhood.
- The introduction of a new Federal Office Building in close proximity to the proposed Lafayette Place ( Hotel and retail ) Project would balance the overall concept of a renewed central business district.
- Selection of Site "A" would provide for the least interruption of ongoing businesses with considerably less relocation requirements.
- Site "A" would allow for the construction of a needed Federal office building without detracting from the existing profile of the structures surrounding the Boston Common.
- New development in our neighborhood would greatly encourage better utilization of currently vacant office, retail and potential residential space in the abutting area.

The membership of our association is aware that statements were being sought only with regard to the environmental impact of such a development, but found it impossible to consider only environmental issues without considering the economic impact.

In summary, it should be noted that further dialogue between the G.S.A. and our neighborhood is critical.



# Boston Preservation Alliance

an association of preservation organizations  
Room 944 City Hall, Boston, MA 02201

July 10, 1979

Ms. Beverly L. James  
Director of Operational Planning  
General Services Administration  
John W. McCormack Post Office and Courthouse  
Post Office Square  
Boston, Massachusetts 02109

Dear Ms. James:

Thank you for the opportunity to comment on the "Draft Environmental Impact Statement, Construction of New Federal Office Building, etc.", Statement No. EMA78002, dated March 31, 1978, and the "Additional Environmental Data, Construction of New Federal Office Building," dated May 31, 1979. These comments are intended to supplement those given by me at the public hearing held June 28, 1979.

The Alliance has been pleased to assist GSA in its site selection process so far, and we trust that we can continue a good working relationship throughout the selection and design process. We are happy for the opportunity to comment on the statement, and also on the historic sites report by the conservator (as yet not seen by us) as cited on page 20 of the Additional Data. However, we trust that there will be no retreat in the GSA's willingness to work with interested community groups. Unquestionably an open process for both site selection and design are essential in such a major project. Indeed, in a recent federal building project in Savannah, Georgia, the GSA included Historic Savannah, Inc., with the Advisory Council on Historic Preservation and the State Historic Preservation Officer as signatory in the memorandum of agreement. We have worked in close cooperation with the Advisory Council, but by both precedent and track record the Alliance is entitled to a place of its own in the process up to and through the design phase.

We would also like to point out once again the need for GSA to follow the legal and administrative requirements of the Public Buildings Cooperative Use Act throughout the process. Concerning one of the requirements, adaptive reuse of historic properties unless shown infeasible, the Additional Data report does not state any clear commitment on the part of GSA to meet that legal requirement. Only on page 62, in a discussion of Site L (Church Green) is this goal cited. But serious consideration of and a commitment to adaptive reuse is mandatory on any site chosen. The final Environmental Impact Statement must address the whole issue of reuse in detail, including the criteria used to determine reusability and how each site meets these criteria. Unless such a serious study is completed,

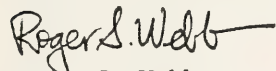
the Alliance feels that GSA cannot justify a finding of infeasibility for adaptive reuse that would meet the requirements of the Cooperative Use Act.

3 Another requirement of the Act, that of outlease space in the building, may also require some rethinking by GSA. The amount of area committed to outlease, 22,000 square feet, is but 3.5 percent of the floor area of the project; it is such a small component that it may be swallowed up in the rest of the building. The Act permits up to 10 percent of the space for outlease, and in order to reach the critical mass to make the outleased space more attractive the proportion in this project ought to be closer to the legal maximum. By contrast, the State Transportation Building in Park Plaza has committed a full 10 percent to outlease in the state-funded project.

4 We would also like to point out that the boundaries of Site L now under consideration are somewhat larger than those first proposed, and that the Alliance believes the original boundaries to enclose sufficient area for the project without taking either the Bedford Building or the Lincoln Street Garage. We also call your attention to the disavowal by Robert J. Ryan, director of the Boston Redevelopment Authority, of statements concerning effects of selection of Site L on the Lafayette Place project. It would additionally be an unequal application of criteria for GSA to discard Site L because of zoning restrictions on a site not including the Bedford Building or garage, and then proceed to break zoning restrictions, such as height limitations, on one of the other sites.

The members of the Alliance look forward to the opportunity to review the historic sites report, and to continuing participation in the site selection and design process.

Sincerely,



Roger S. Webb  
Chairman

Federal Office Building Committee

cc: Advisory Council on Historic Preservation  
Massachusetts Historical Commission  
Boston Landmarks Commission  
Park Plaza Civic Advisory Committee  
Friends of the Public Garden

BOSTON PRESERVATION ALLIANCE

RESPONSE:

- 1 - The BPA is only one of many groups which are interested in the Boston project, and we see no reason why the BPA should be given any more official recognition than any of the others. GSA has demonstrated its desire to cooperate with and involve the public in the project by virtue of the numerous meetings it has had with the BPA and other groups and individuals for the purpose of keeping them abreast of developments and soliciting any input they cared to make, and it is our intention that this rapport continue. In any event, the BPA will have the opportunity to participate unofficially through the Council and the Massachusetts State Historic Preservation Officer.
- 2 - See Section III.B.1.
- 3 - The Act does not prescribe the amount of space to be made available for outlease in public buildings. The GSA Interim Guidelines for the Implementation of the Act prescribes a maximum of 10% of the total gross area of the building for multi-use space. However, when the project reaches the design stage, the possibility of increasing the proposed multi-use space will be investigated.
- 4 - The boundaries of Site L as presently under consideration include the Bedford Building but not the Lincoln Street garage to the rear of the Bedford Building.

The letter from Mr. Robert J. Ryan, Director of the Boston Redevelopment Authority which contains the statements to which this letter refers is included herein.

We are uncertain to what the last sentence of this paragraph refers. Site L is still among three sites under consideration for the project, and it is proposed, as is GSA's policy, to conform with local zoning ordinances as closely as possible in the construction of the proposed building on whichever site is ultimately selected.



## Boston Landmarks Commission

City Hall, Boston  
Massachusetts 02201  
(617) 722-4300

City of Boston  
Kevin H. White, *Mayor*

### *Members*

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*Chairwoman*  
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Roger P. Lang  
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Carl A. Zellner

Marcia Myers,  
*Executive Director*

JUL 10 1979

Ms. Beverly James, Director  
Operational Planning  
General Services Administration  
McCormack Post Office/Courthouse  
Boston, MA 02109

Dear Ms. James:

Thank you for the opportunity to comment on the "Draft Environmental Impact Statement, Construction of New Federal Office Building, etc.", Statement #EMA78002, dated March 31, 1978, and the "Additional Environmental Data, Construction of New Federal Office Building", dated May 31, 1979. These written comments are intended to supplement the comments made by Roger P. Lang, vice chairman of this Commission, at the public hearing June 26, 1979.

The Landmarks Commission provided comments on the first section of this statement on May 24, 1978; these comments were not incorporated into the comments section of the report. A copy of those comments are attached, and we request that they be addressed in the final statement.

It is the view of the Commission that the two documents together form an incomplete impact statement, with a number of serious omissions and inadequacies. To begin with, I would like to stress certain issues which this Commission feels are most important.

Key among these is the timing of the site selection with respect to the completion of additional information. For GSA to comply with the law, selection should not proceed prior to:

- (1) the determination of eligibility for the National Register of Historic Places of properties within each of the three sites;
- (2) detailed analysis of the feasibility of reusing properties of architectural or historical merit within the three sites, whether or not eligible for the National Register; and



- (3) the impact of the new construction component of the federal office building on the resources within each site and adjacent areas of architectural and historical value.

The information obtained to date and included in the report on "Additional Environmental Data" is insufficient to assess the impact of the proposed project or to evaluate the appropriateness of the sites with respect to the city's goals.

3. The Commission awaits the opportunity to comment on the conservator's report, an important part of the statement (unavailable for the public hearing), which the Commission hopes to compare with its own architectural survey of the area, currently underway.

Several individual findings in the "Additional Environmental Data" reflect either insufficient research or unequal application of criteria to all sites. These points must be rectified in any final EIS. They include:

Page 46: Suggested as a solution to the increase in pedestrian traffic on Tremont Street for Site K is encouraging pedestrians to use the Boston Common side of Tremont Street. But nowhere is mentioned the potential environmental effect of this additional traffic on the Common, a National Register property and Boston Landmark. It is not likely that this Commission will not approve changes to the Common to accommodate increased pedestrian traffic.

4.

A concern about pedestrian traffic mentioned for Site L is that people must cross the busy Surface Artery (atop the roof of the South Station tunnel) to reach Church Green from South Station. For Site K, this concern is not mentioned, although pedestrians, particularly those using the Boylston Street MBTA station, must cross the equally busy and overburdened Tremont Street to reach the building. This test, like many others in the report, must be applied equally to each site under consideration for the statement to be considered adequate.

5.

Page 57: The consideration of shadow effects on neighboring historic properties is seriously deficient. The only data presented are the effects in early morning in December for only one site, not the entire study. The year-round shadow effect is what must be examined, not merely an isolated component. Shadows are fairly long all winter -- what are the effects in January and November as well? A half-mile long shadow cast on the oldest public park in America can hardly be called a minor impact. In addition, the Boston Redevelopment Authority, in its comments, points out that a

6.



more realistic estimate for the height of the building is 275 feet, significantly higher than the tested 190 feet; I expect that the Commission will consider a building of such height abutting the Common and the Washington Street Theatre District to be unacceptable.

It also appears from this section that GSA infers from the height of Tremont on the Common that shadow increases on the Common are not significant, because other shadows already impact it. But environmental review exists precisely to prevent the federal government from adding adverse influences to the surroundings of its projects. The National Historic Preservation Act and the Public Buildings Cooperative Use Act were passed by Congress so that government would set a good example in the protection of the historic and cultural resources of the nation, not point to a private developer's infringement on the Common and claim the right to do the same. Such a claim violates the letter and the spirit of the law.

7. Page 73: Figure 7 omits the important Washington Street Theatre District National Register District from its list of historic sites. A major project on Sites A or K would clearly have an environmental effect on this historic district, yet the report nowhere assesses this effect. Along with the conservator's report, the GSA should also use the data from this Commission's survey of the downtown and theatre districts cited above, which the Commission will gladly make available to you. A number of National Register nominations are being prepared as part of this survey, such as the Piano Row district on Boylston Street facing the Common.

Pages 120.1 and 120.2: Figures II-1 and II-2 do not use the same key, but do use the same system of shadings. Without knowing which key is meant, we cannot comment on this section of the report.

8. As a member of the Boston Preservation Alliance, the Commission has participated in the meetings between the Alliance and GSA, and concurs with the comments of the Alliance on the need for adaptive reuse, compliance with the Public Buildings Cooperative Use Act, and the need for an open site selection and design process, include the Alliance as a formal participant.

In summary, the Boston Landmarks Commission finds a number of serious deficiencies in the "Draft Environment Impact Statement" and "Additional Environmental Data" that make

these documents fall far short of the requirements of the National Historic Preservation Act, Executive Order 11593, and the Public Buildings Cooperative Use Act. Until these inadequacies are rectified, it is the view of this Commission that the site selection should not be made. Any decision based on this or similarly insufficient information would fail to comply with the above legal and administrative requirements.

Sincerely,

A handwritten signature in dark ink, reading "Pauline Chase Harrell". The signature is fluid and cursive, with the first name "Pauline" being the most prominent.

Pauline Chase Harrell  
Chairwoman

M/1981/608

cc: Advisory Council on Historic Preservation  
Massachusetts Historical Commission  
Boston Preservation Alliance  
Friends of the Public Garden  
Park Plaza Civic Advisory Committee  
Bay Village Neighborhood Association

BOSTON LANDMARKS COMMISSION  
(letter dated July 10, 1979)

RESPONSE:

1. We did not incorporate the BLC comments of May 24, 1978 in the Additional Environmental Data since that letter was not received. A copy of said letter has been furnished to us and the comments have been responded to in Section XI herein.
2. (1) The determinations of eligibility for each of the properties on the three sites under consideration for the proposed project were requested of and received from the Keeper of the National Register. See Section III.B.1.  
  
(2) Feasibility studies of the reuse of properties on the three sites have been made by GSI. See Section III.B.1.  
  
(3) See Memorandum of Agreement with Advisory Council On Historic Preservation, Appendix O.
3. Re Conservator's Report (Request for Determination of Eligibility to the National Register of Historic Places), see Section III.B.1.
4. With staggered hours or "flexi-time" which most of the employees in the proposed building will be working and with the varied visiting times of patrons to the building, utilization of Site K would not be expected to contribute appreciably to the pedestrian traffic in the area, particularly with the pedestrian traffic flow being divided among several approaches, some existing and some to be provided through completion of planned improvements in the area as discussed in Section III.E.4. That part of the pedestrian traffic electing to use Boston Common side of Tremont Street would hardly be expected to adversely impact the Common, and no "changes to the Common" were implied as being necessary or desirable to accommodate the increased pedestrian traffic.
5. Admittedly Tremont Street is busy and the intersection at Tremont and Boylston Streets does pose some problems to pedestrian crossing. However, as is evident from the traffic routes in the South Station area versus those at Sites K and A (See Figure 11), pedestrian crossing in the South Station area is of far greater concern than at either Site K or A.
6. As stipulated in the Memorandum of Agreement with the Advisory Council on Historic Preservation, the effects of the proposed undertaking on historic properties within the project's impact area will be fully assessed. (See Appendix O)

Concern with shadow effects has been expressed to GSA only in connection with Site K and, therefore, the preliminary study was made to address those effects with respect to that site only. The study was not represented to be more than a preliminary analysis under worst case conditions of potential shadows that might be cast on the Common. As stated in Section F.7, shadows will be part of the design criteria for the project whichever site is selected.

The basis for the Boston Redevelopment Authority's estimate of 275 feet as the proposed building height is not known. As stated in Section F.7., GSA estimates that a maximum building height of 190 feet on Site K would meet the Government's space requirements.

The statement in Section F.7 regarding Tremont On the Common is an observation of our analysis and is included herein as such.

7. Figure 8 indicates those properties in or near the delineated area which are on the National Register of Historic Places (See Section III.B.1.)

The Memorandum of Agreement with the Advisory Council on Historic Preservation stipulates that the effects of the proposed undertaking on historic properties within the project's impact area will be fully assessed. (See Appendix O.)

As a result of the Conservator's contact with the Landmarks Commission, GSA is aware of the proposed nomination of the "Piano Row district."

8. See responses to comments in letter dated July 10, 1979 from Mr. Roger Webb of the Boston Preservation Alliance, Correspondence F.



April 6, 1979

Mr. Lawrence Bretta  
Regional Administrator  
General Services Administration  
Room 640  
John W. McCormack Building  
Post Office Square  
Boston, MA 02109

Dear Mr. Bretta:

The Conservation Law Foundation of New England, Inc. (CLF) recently learned of the proposed construction of a new federal office building in Boston by the General Services Administration. CLF was surprised by the lack of prior notice concerning the actual site selection for this building and the lack of adequate information regarding public participation in that process. We are also extremely concerned with the potential environmental impact of such a building, the cursory treatment given that impact in the draft Environmental Impact Statement issued on March 31, 1978, and the affect of such a building on property protected by the National Historic Preservation Act.

1. The guidelines of the Council of Environmental Quality, 40 CFR 1500, 7(d), the regulations of the Advisory Council on Historic Preservation, 44 Fed. Reg. 6068, 6075 (1979), and GSA regulations on the preparation of environmental impact statements, 42 Fed. Reg. 24095, 24097 (1977) require that a public meeting be held to review the impact of such a proposal and to solicit citizen comment on that impact. The GSA regulations specifically provide that the need for a public meeting depends on the magnitude of the action, the complexity of the issue, and the extent of public involvement and interest in the project. 42 Fed. Reg. at 24097. There surely can be no doubt that the size of the federal office proposed in this project, the wealth of historic and cultural sites in the area under consideration, Boston's tradition of concern for protection of its historic and cultural resources, and the extensive citizen concern aroused by the proposed project, combine to satisfy the GSA criteria for the holding of a public meeting.

2. CLF understands that a public meeting was held on January 31, 1979 to consider proposals from the real estate community regarding possible sites. This meeting did not in any way provide a forum for the consideration of the environmental impacts of the project. The notice provided for the meeting was totally inadequate to apprise the public of the nature of the meeting or of the possible relevance of environmental and historic effects. The advertisements placed in the Boston Globe and the Boston Herald American on January 12 and 14, 1979 indicated merely that the meeting was designed to "explore the availability of

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potential sites". No mention was made of the consideration of environmental impacts of the project, and the meeting therefore could not conceivably be deemed a satisfaction of the requirements of the regulations cited above. CLF notes, in addition, that the comments of participants at the meeting reveal that they did not intend to discuss environmental impacts of the proposed action and those impacts were not an issue.

3. CLF is equally concerned by the lack of information and explanation concerning site selection for this project, and the complete lack of public participation in that process. The draft EIS repeatedly refers to decisions concerning selection of building sites which will be postponed until a "future date". There is no mention in the EIS of actual site selection, nor are any specific sites within the City of Boston discussed. CLF submits that the GSA should make known to the public at large the details and elements of the process by which your Agency will choose a building site in this case. Notice of such procedures is required by the Administrative Procedure Act, the National Environmental Policy Act, the National Historic Preservation Act, the Freedom of Information Act, and Executive Order No. 11593.

4. It is equally critical, in addition to adequate notice concerning the selection process, that the public be permitted appropriate access to and participation in that process. Provision should be made for general public comment concerning a reasonable variety of possible sites, and there should be detailed review of such sites for feasibility.

5. In light of the serious deficiencies in the site selection process and the environmental analysis to this point, CLF submits that the following steps should be taken:

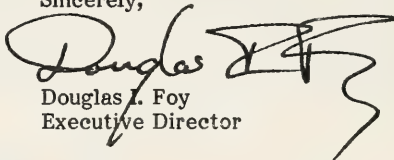
1. No final or preliminary selection of an appropriate site for the proposed building should be made at this time.
2. A public hearing on the draft Environmental Impact Statement should be held, and proper and adequate notice for that hearing should be distributed to the public.
3. The GSA should formally identify all relevant site selection criteria, procedures, guidelines and internal agency policy. CLF asks that the GSA submit to us citations to any such published criteria, guidelines and procedures. We also request copies of any unpromulgated but relevant criteria, guidelines, procedures or internal agency memoranda regarding site selection.
4. Adequate provision should be made for public notification concerning rights of participation in the site selection process.

5. Appropriate hearings or public meetings should be conducted concerning site selection.

The people of the City of Boston and eastern Massachusetts will undoubtedly welcome the presence and necessary expansion of federal government offices in this area. However, the selection of a building site is of utmost importance to this City and to the cultural character of the region. Without full and careful assessment of all available sites, and extensive participation by the public in the selection of the ultimate proposed site and building design, CLF believes that the GSA proposal will be legally flawed and may result in a project warranting significant public opposition.

We look forward to your prompt response to this letter and offer you our assistance in the development of a more extensive and satisfactory participatory process for the selection of a building site and design.

Sincerely,

A handwritten signature in dark ink, appearing to read "Douglas L. Foy", with a stylized flourish extending from the end of the signature.

Douglas L. Foy  
Executive Director

DIF:mph

cc: Mr. Paul Goulding

CONSERVATION LAW FOUNDATION

RESPONSE:

1. A public hearing was held at Faneuil Hall, Boston, on June 26, 1979 for the purpose of receiving comments on the Draft Environmental Impact Statement (DEIS) and the Additional Environmental Data, the latter of which was developed subsequent to the DEIS and focused on the three potential sites currently under consideration for the proposed project.
2. As indicated by Mr. Bretta, GSA Regional Administrator, in his opening remarks at the public meeting on January 31, 1979, the meeting was held to commence the site investigation for a new Federal Office Building in Boston; to listen to the thoughts of those present on the subject of the proposed project; to identify the sites which had been offered or otherwise identified to GSA as potential locations for the proposed building; and to explain the procedure and proposed schedule for the site investigation/selection and construction of the proposed project.

The statement in this paragraph that "The advertisements placed in the Boston Globe and the Boston Herald American on January 12 and 14, 1979 indicated merely that the meeting was designed to 'explore the availability of potential sites'" is misleading. The advertisement actually read, "This advertisement is merely to explore the availability of potential sites....".

Although this meeting did not purport to be a forum for the specific solicitation of public comment on environmental impact considerations, such comment was in no way precluded from being offered during the proceeding.

3. See: 2 and 5(3) and (4) to this letter;

Section III.A.1;  
Appendix F, Summary of GSA Procedures for  
Processing Environmental Impact Statements;  
Appendix G, Hearing Transcript - June 26, 1979

4. See response 2 to this letter.
5. (1) Site selection will not be made until the expiration of 30 days following publication in the Federal Register by EPA of notice of the availability of this Final Environmental Impact Statement.  
  
(2) See response 1. Notice of the hearing was published in the Boston Globe and Boston Herald American on Sunday, June 3 and Tuesday, June 5, 1979, and copies of said notice were also sent to

those parties who submitted comments on the DEIS and to others who had expressed an interest in the project. Copies of the DEIS and the Additional Environmental Data were also available to the public, and so publicized, at the GSA Business Service Center in the John W. McCormack Post Office and Courthouse building and at the Boston Public Library Main Facility in Copley Square.

- (3) Federal Property Management Regulations
  - Subchapter D-Public Buildings and Space
  - Part 101-19 Construction and Alteration of Public Buildings
  - (This is also contained in Vol. 41 CFR at Ch. 101-19)

GSA Policy Manual ADM P 1000.2B  
 Chapter 4-Public Buildings and Space  
 Sections 1-30 (see particularly section 21, Site Selection)

GSA Handbook Site Acquisition, Relocation and Management  
 PBS P 1600

Executive Order 12072, Federal Space Management, August 16, 1978.

Various instructional and procedural memoranda supplementing the aforementioned Handbook as deemed necessary on a case by case basis to provide more specific guidelines.

- (4) See Federal Property Management Regulations and GSA Handbook PBS P 1600 as cited in par. 5(3) above. Public participation in site selection is provided for through notification to the planning agencies and principal elected officials of the community where the site investigation will take place and through publication of the intent of GSA to conduct a survey of possible sites, and thereafter to select and acquire a site for a specific purpose in the City and area outlined in the site investigation directive.
- (5) GSA procedures do not require public meetings or hearings in connection with site selection. However, as in the case of the Boston project, GSA Region 1 generally opts to hold such meetings.

# Boston Redevelopment Authority

Robert J. Ryan, Director

26 June 1979

Mr. Lawrence Bretta  
Regional Administration  
General Services Administration  
704 J. W. McCormack Post Office & Courthouse  
Boston, MA 02109

Dear Mr. Bretta:

This communication will serve as the Boston Redevelopment Authority's comments regarding the documents entitled: Draft Environmental Impact Statement (DEIS) and the Additional Environmental Data for the proposed new Federal Office Building in Boston.

As you will recall, on 29 January 1979 this office responded to a request from General Services Administration for sites within Boston's Central Business District on which to locate the proposed structure. That letter indicated nine (9) potential sites and included the Policy Statement by the Boston Redevelopment Authority for a New Federal Office Building in Boston.

We have now had the opportunity to review the above-named environmental review documents and the final three alternate sites discussed therein. These final three sites as identified are:

- |               |   |
|---------------|---|
| <u>Site A</u> | Bounded by Washington and Essex Streets, Norfolk Place and Harrison Avenue;   |
| <u>Site K</u> | Bounded by Tremont, Boylston, Washington and Avery Streets, but excluding the Masonic Temple on Tremont and Boylston Streets; and |
| <u>Site L</u> | Bounded by Summer, Kingston, Essex and Lincoln Streets.   |



New Federal Office Building in Boston

- A. Overall, the BRA would strongly recommend that a complete Environmental Impact Statement be compiled for each of the three selected sites. Discussion of the alternate sites should include reasons for rejecting or supporting each of the other locations. Additionally, to gain a perspective of your site selection process, the BRA requests documentation as to the reasons for GSA's rejection of the other sites contained in our 29 January 1979 letter to your office.

- B. As a part of this impact statement, we would expect a recognition of the development activity already committed or planned in the area of each site. Certainly with regard to the Theater District and South Station, considerably more large and small-scale development is presently planned than that identified in the Additional Environmental Data. A complete and detailed economic impact study is necessary to assess the relationship of the proposed government structure to those developments.

This information is critical in evaluating sites to insure that the maximum positive consequences with regard to retail growth on Washington Street and Summer Street, downtown residential opportunities at all income levels throughout the Theater District and expansion of employment for city residents results. These are stated goals for Boston's commercial core and should be reinforced by the construction and programming of the Federal Building. I believe the significance of the building cannot be overstated with regard to the future of our Central Business District.

- C. Specifically concerning the information contained in the Additional Environmental Data, modification or reconstruction of the following points would seem necessary:

1. P.5: To support the movement for expansion of the City's commercial base in the area of the three sites, and to accommodate the needs of nearby neighborhoods as defined within the Public Buildings Cooperative Use Act, the amount of multi-use space at ground level should be greatly enlarged. By comparison, the State Transportation Building, containing approximately 600,000 square feet calls for 60,000 square feet of public and retail area.
2. PP.18 & 57: With regard to the City's comprehensive zoning ordinance and the floor area ratios (FAR) defined therein, the site requirements (55,000 square feet) and building mass seem to indicate a height of at least 275 feet which is not in compliance with the limitations for buildings within one hundred feet of Tremont Street between West and Boylston Streets.
3. P.21: The Criteria of Effect to determine whether the development will impact any National Register or eligible property should be completed prior to site selection.

New Federal Office Building in Boston

4. PP. 22 & 23: Relocation of FAA (339 employees) from Burlington and Fish & Wildlife (300 employees) from Newton indicates a trend which may further increase housing demand on the city and close-in suburbs. The present and future condition of the area housing market, the economic feasibility of housing as a stated goal of adjacent site development in the Theater District, and the growing demand for in-town housing, especially with the rising cost and scarcity of gasoline, should be examined closely.
5. P.26: Relocation discussion should more fully describe the magnitude of relocation impacts on each of the three sites. Additional data is needed regarding the number and size of firms and employees effected. Utilization of the U. S. Small Business Administration in relocation activity should be specific.
6. P.27: The feasibility of utilizing structures eligible for National Register of Historical Places status on each site should be determined prior to final site selection.
7. P.30: The cost and responsibility of upgrading sewer lines to sites A and K should be determined as soon as feasible.
8. PP.36 - 39: Estimates of approach and departure patterns should reflect Downtown Crossings traffic changes. Any reference to increased traffic on Bedford Street will have to be altered since the street will be closed with construction of Lafayette Place.
9. Fig. 7 (Historic Sites): Does not include Lower Washington Street Theater District (a National Register property).
10. Fig. 9 (Average Daily Traffic Flow): Should take into account revised area circulation patterns/volumes as a result of Downtown Crossings program implementation.

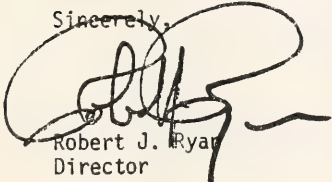
New Federal Office Building in Boston

Other issues which require clarification include the following:

- D. A. In a complete analysis of the impact of the proposed building on adjacent areas, we would request massing studies to be initiated on each of the three sites.
- D. B. PP. 17 & 24: While the Chinese community has indeed expressed an interest in converting the 600 Washington Street building to housing and while the BRA supports this reuse concept, no developer has been identified and no purchase of the property has been accomplished at the date of this report.
- D. C. P.17: To state that the BRA offered site K to GSA is incorrect. The nine sites suggested by the BRA in the 29 January 1979 letter included two in this area: Site D - Stuart/Tremont Streets, and Site E - Washington/Essex Streets.
- D. D. PP. 17 & 18: With regard to Site A and Site L, no staff person of the BRA has been authorized by me to represent this agency in discussions with your office concerning the relationship of the proposed Federal Office Building with Lafayette Place or other developments in Boston's Central Business District.

In summation, I would like to again reiterate the importance of this project to both the GSA and the City of Boston. I am certain you share with me the concern and desire to make the economic, social and design impact of this structure on our downtown a most positive statement that can serve as a model nationally. The BRA stands ready to enter into a cooperative working relationship with GSA throughout the entire planning and design process to reach that goal.

Sincerely,



Robert J. Ryan  
Director

BOSTON REDEVELOPMENT AUTHORITY  
(letter dated June 26, 1979)

RESPONSE:

- A. GSA currently has three potential sites under consideration for the proposed new Federal Building project. No site has been selected. The Final Environmental Impact Statement for the project is being prepared in accordance with CEQ regulations and GSA procedures. The basis for the elimination of the other sites from further consideration is discussed in the Site Investigation Report which will be available as a matter of public record after it has been approved by the Administrator prior to site selection.
- B. GSA contacted the BRA during the course of developing the Draft Environmental Impact Statement and the Additional Environmental Data for purposes of obtaining all available information relative to all ongoing and planned development and redevelopment activity within the area delineated for the proposed project. What was received is contained in Section III.A.3, and was assumed to be a complete list of the development activity for which information was solicited.

The BRA had already prepared a detailed economic impact study. See "A New Federal Office Building, A Close Examination" - prepared by the Research Department of the Boston Redevelopment Authority (Appendix K).

- C. 1. The Public Buildings Cooperative Use Act does not prescribe the amount of space to be made available for outlease in public buildings. The GSA Interim Guidelines for the Implementation of the Act prescribes a maximum of 10% of the total gross area of the building for multi-use space. However, when the project reaches the design stage, the possibility of increasing the proposed multi-use space will be investigated.
2. The site requirement of 55,000 square feet represents the minimum site area needed for the project. The actual area available in the site ultimately selected will be a significant factor in determining the height of the building. The area of Site K for instance would be substantially greater than 55,000 square feet and therefore should present no problem to the design of a building which could meet the existing zoning ordinance relating to that site.
3. See Memorandum of Agreement with the Advisory Council On Historic Preservation (Appendix O).
4. See Section III.C.1.

5. A list of the persons/firms which would be affected by acquisition by the Government of any one of the three sites under consideration is included in the Site Investigation Report referred to in Response A above.

GSA procedures direct that information concerning available assistance programs shall be provided to all individuals and businesses which are displaced by a GSA project. Any displaced businessman is advised of the availability of the technical and loan counseling services which Small Business Administration provides to small businesses. As required under the Intergovernmental Cooperation Act of 1968, the Small Business Administration was advised of the proposed Boston project and replied as to their interest in the matter. (See correspondence H).

6. Feasibility studies have been accomplished relative to the utilization of existing structures on all of the three sites under consideration and the results thereof are contained in Section V.B.

7. Any necessary upgrading of existing city sewer lines to correct their inadequacies would be the responsibility of the City.

8. Section E.1 has been revised based on data developed by the BRA since implementation of the Downtown Crossings. It has also been revised to reflect current information regarding Bedford Street closing as provided by the BRA Transportation Department.

9. This is now Figure 8 and has been revised to include the Lower Washington Street Theatre District.

10. Figure 9 has been amended to reflect revised area circulation patterns/volumes resulting from implementation of Downtown Crossings program. Also see Section E.1.

D. - A. It is not deemed to be in the best interests of the project to develop any predesign concepts which might be misleading to the public or in any way influence the ultimate design of the project. We believe sufficient information has already been developed and made available with which to adequately assess the project's impact for each of the three sites currently under consideration.

D. - B. Acknowledged.

D. - C. We acknowledge that we incorrectly stated that the BRA offered Site K in its entirety and have revised Section III.A.3. to state that what was identified was a portion of Site K.

D. - D. The information referred to here was furnished by the BRA's then Director of Downtown Development whose authority was certainly not the responsibility of GSA to question.



A number of letters and cards have been received expressing opinions in favor of or in opposition to specific sites. The substantive issues raised by this correspondence with respect to wind, shadow, and traffic are addressed in sections III.F.6., III.F.7., and III E.1.b respectively.



XIV. COMMENTS RE: NORTH STATION SITE RECEIVED AT  
PUBLIC HEARING ON MAY 6, 1980 AND WITHIN  
DESIGNATED COMMENTING PERIOD THEREAFTER

- A. Society of Architectural Historians - New England Chapter
- B. North Station Area Businessman
- C. Massachusetts State Labor Council
- D. Chinese Economic Development Council, Inc.
- E. Massachusetts Rehabilitation Hospital
- F. League of Women Voters of Boston
- G. Massachusetts Labor Management Construction Committee
- H. Downtown North Association
- I. Mondev International Ltd.
- J. Filene's
- K. Boston Landmarks Commission

Inasmuch as a verbatim transcript was made of the public hearing held on May 6, 1980 and is included in Section 12, Appendix G, any written statements which were submitted after being read into the record are not included in this section unless they contained substantive comments warranting a response.



May 19, 1980

Ms. Beverly James, Director  
Operational Planning Staff  
Room 724  
John W. McCormack Post Office and Court House  
Boston, Mass. 02109

Dear Ms. James:

We would like the following to be read into the record of the public hearing on the proposed Boston Federal Office Building, held May 6, 1980.

The Society of Architectural Historians, New England Chapter strongly supports the New Chardon Street location for the proposed Boston Federal Office Building for the following reasons:

1. The site is essentially cleared. Thus, there would be minimal expense for site preparation and relocation.
2. The site is government owned, offering ease and low cost of acquisition.
3. Construction would eliminate an eyesore and complete an architecturally significant block.
4. The Government Center location is appropriate for a Federal Building.
5. The site is one block from the JFK Building, convenient to public and government agencies.
6. It is close to public transportation: the Blue, Green and Orange Lines and commuter rail (North Station).
7. The site is in an area of large-scale new construction, so that another highrise would have minimal impact. A tower was originally planned for this site to complete the Hurley Building.



-2-

8. The New Chardon Street location would have the desired salutary effects on the North Station area (abutting Bulfinch Triangle, that part of the North Station plan most immediately in need of rehabilitation and up-grading) with a minimum of disruption and demolition, which would accompany other North Station sites (Madison Hotel, taking down of elevated Green Line, etc.).

9. There would be no tax loss to the city.

10. From GSA's point of view, this site would be the least complicated in terms of acquisition, planning, construction and eventual maintenance. It would also be the least costly, require the least demolition and relocation, and would involve lower land and development costs.

Sincerely,

*Cynthia Zaitzevsky*

Cynthia Zaitzevsky  
President

April 29, 1980

Mr. Lawrence Bretta  
Regional Administrator  
General Services Administration  
Room 640  
John W. McCormack Post Office and Court House Building  
Boston, Massachusetts 02109

Dear Mr. Bretta:

We, the undersigned, represent many businesses located in the North Station area. We are familiar with the site being proposed by the Boston Redevelopment Authority to the General Services Administration adjacent to the North Station as a possible location for a new Federal Office Building.

We are fully in favor of having this building located in the North Station area. Although we realize that this will impact traffic, parking, and other factors, we feel that the overall long-term benefits to the area will be immense and therefore pledge our support, cooperation and any other assistance we can offer in working actively with the Boston Redevelopment Authority and the General Services Administration to obtain the Federal Building for the North Station.

Further, as members of the Boston business community in general, we believe that our location is the finest in the city for the following reasons:

1. Location: A new government building should be as close as possible to the existing Government Center. Due to the inter-relationships between different government agencies, a citizen may have to visit several of these agencies to accomplish one task. A North Station location would place the new Federal Building within a few minutes walk of most other City, State and Federal offices.

2. Transportation: The North Station area has the finest transportation and related facilities in Boston. These are:

- A. Orange and Green M.B.T.A. lines
- B. Boston and Maine trains
- C. M.B.T.A. bus line
- D. Direct expressway access
- E. Proximity to Logan Airport
- F. More parking than any downtown area in the city
- G. Short walking distance to other government facilities

3. Land: The North Station area has the largest amount of open land in the Downtown Boston area. Much North Station land is presently owned by the City. Unlike the other locations being considered, very little property now in service will have to be acquired and/or demolished for the Federal Building.

We therefore urge the new Federal Building be located where it belongs: in the North Station area.

Very truly yours,

SARGENT COLLIER

PRESIDENT

Downtown North Association

Peter L. Brown

Vice President  
Chm, PLANNING Committee

Downtown North Association

FRANK L. SANCHEZ

PRESIDENT

MISS GARY ANN ST. LARRY CO.  
1925 CORNHILL BOSTON, MA 02114

Summer Edilstein

212 1st Ave. Bklyn

3 Longfellow Pl Boston, MA

David Dangel

Treasurer

Rapids Furniture, Inc.  
90 Canal St., Boston

William D. Siegel (Capt. Ret.)  
Commonwealth Bank Trust Co.  
150 Causeway St Boston 02114

L. R. H. H. H.

150 Causeway St

212 1st Ave. Bklyn

L. R. H. H. H.

150 Causeway St

212 1st Ave. Bklyn

Arthur B. Carlson  
Treasurer - Kimball St.  
150 Causeway St.

David Looney  
Copied Business  
131 Beverly St.

Allen Linch  
Treas. Linch Assoc.  
150 Causeway St.

Wm. C. Litchell  
Walden C. Litchell & Son, Inc.  
131 Beverly St.

Edson G. Thorpe  
Carpenter Local 33  
150 Causeway St.

E. Michael Quindlen  
131 Beverly St.  
Boston, Mass.

John Collins  
Marion Warrick  
North Station Boston

Elliot Schultz ast. Treas.  
Machine Composition Co.  
Boston Mass.

Paul S. Wyman  
Upco Distributor  
131 Beverly St., Boston

William J. Jones  
LAUREL MFG CO.  
131 BEVERLY ST. BOSTON

Edward G. White  
American Bank Note Co.  
131 Beverly St. - Boston

Martin H. Hauley  
Treasurer Bramson Bow & Co Inc  
239 Causeway St. Boston Mass

McL...  
M. Ron. Dec. Inc.  
49 Stanford St. Boston

James Spence  
Edward Spence (Building Owner)  
71 Canal St. Boston

James Mc Gin  
36 LANCASTER ST. Bos.  
ZAGLE GRAPHICS INC.  
TREASURER / BLDG. OWNER

Shrey Foreman - Chmn.  
92 Friend St.  
Boston, MA  
Forecaster of Boston, -

Wayne Haggard - New England  
86 Canal Street  
Vice President, NEVC

Charles H. Colby - President  
Andrew Dutton Co.  
60 Canal St  
(Bldg owner)

Elliot M. Segal, President  
Golden Beach Co.  
66 Canal St Boston

G. Rooney London  
The New Boston Group Corp.  
150 Causeway Boston

Carl M. Sullivan - 1  
Quincy Avenue & 16 St  
156 Quincy St. Boston  
(Former Pres. of D.H.)

John E. Murti, Pres.  
North Station Rest. Inc.  
107 Causeway St

Mgr. Sam Leoncello  
150 Causeway St  
Miguel Maffei

Ryan Mulvaney - V.P. General Mgr.  
RFA Mgt Group Inc. D.B.A. (A.F.)  
133 Causeway St.

Ted Bishop Pres.  
TEBCO INC  
150 CAUSEWAY ST

George T. Berntsen (President)  
State Agency for  
164 Canal St  
Boston MA 02110



Joe P. Bennett  
63 S Canal St.  
Property Owner

Christine Amisano for  
Francis G. Gouinco  
280 Friend Street  
graphic design studio

R. L. D. Paulino, Pres  
G & P PARKING INC.  
258 FRIEND ST.

BROOKS GILL & CO INC  
Michael Skerzhan  
132 Canal St (Building owner)

Stephen J. Stehno  
Shannon Park of Boston  
162 Canal St, Boston, Ma.

+ Arthur Pregol  
Macy Ligon Inc  
170 Canal ST  
Boston  
02114

Louis Ravelli  
74-80 Canal Street  
Boston, Mass. 02114  
Property owner

Philip Fleischer, Pres  
Caneway Development Inc  
149 Stamford St Boston

Margaret Palladino  
Palladino Real Estate Trust  
150 CANAL ST. (BUILDING OWNER)

A. White Firm Co Inc  
Joel Adelson, Pres.  
197 Friend St Boston

Monica Kurnatowska  
Monique (Pine) Co  
John Quile  
138 Portland St.

Dee Dee Rose  
Portland-Lancaster Realty Corp.  
160 Portland St Boston.

Jonah A Spaulding  
President

Massachusetts Rehabil. Institute Hosp. /  
125 Newbury St, Boston

Arthur Osborn

# 14

The Massachusetts State Labor Council, AFL-CIO passed a resolution to endorse the North Station Area for the location of the proposed new Federal Building. This area stands out as the most feasible of all areas being considered as far as future growth potential is concerned.

The City of Boston's future and that of its people would surely be enhanced by the G.S.A. selecting the North Station Area.



華人經濟發展協會  
Chinese Economic Development Council, Inc.

20 Hudson Street, Boston, Ma. 02111

梁偉傑  
William J. Leong  
Executive Director  
Tel: (617) 482-1011

February 25, 1980

Lawrence Bietta  
GSA Regional Commissioner  
U.S. General Services Administration  
Room 640  
J.W. McCormack Building  
Boston, MA 02109

Dear Mr. Bietta:

This letter represents the position of the Chinese Economic Development Council (CEDC) regarding the location of the new 22-story Federal Building. CEDC is unequivocally against the construction of GSA building on the Boston Common site. The construction of the building in that area would impede the economic growth of the Chinese community by skyrocketing property values.

CEDC is a federally-funded Community Development Corporation. Our goal is to improve the socio-economic conditions of Boston's Chinatown. As such, CEDC is a legitimate, recognized voice of the Chinese community.

If you have any further questions regarding this matter, please do not hesitate to write or call: (617) 482-1011.

With warmest regards,  
I am

William J. Leong  
Executive Director

WJL:reg

cc: Robert M. Coard  
Executive Director  
ABCD

John Nucci  
Director of Community  
Coordinator  
ABCD

華人經濟發展協會  
Chinese Economic Development Council, Inc.

梁偉康

William J. Leong  
Executive Director  
Tel. (617) 482-1011

CEDC Counts On You

20 Hudson Street, Boston, Ma. 02111

March 3, 1980

Lawrence Bretta  
GSA Regional Commissioner  
U.S. General Services Administration  
Room 640  
J.W. McCormack Building  
Boston, MA 02109

Dear Mr. Bretta:

The Chinese Economic Development Council (CEDC) has reconsidered its original endorsement of the location of the new 22-story Federal Building in the lower Washington Street area. This reconsideration has led CEDC to oppose the location of the Building in the above mentioned area. The reasons are the following:

1. CEDC is now in a position to stimulate the development activities in the area. CEDC has identified possible developments which are recently undergoing feasibility analysis. These development activities, if determined to be viable, will strengthen Chinatown's economy and further curtail the Combat Zone. If the GSA Building were to be built in this area, then CEDC, as a federally funded agency, could not possibly catch up with the speed of private developers,
2. The construction of the GSA Building in the lower Washington Street area will incur consequences which would be detrimental to the Chinese community. The Building will catapult property speculation so much that local residents and small businesses will inevitably suffer.

Previously, CEDC viewed the GSA Building as a spearhead for development activities. The above considerations, however, have brought to light other long-term ramifications which would be more negative than positive in impact.

Therefore, I strongly recommend that the GSA Building not be located on either side of the lower Washington Street sites.

With warmest regards,  
I am



William J. Leong  
Executive Director



**Massachusetts Rehabilitation Hospital**  
125 Nashua Street, Boston, Massachusetts 02114  
Telephone: 617-523-1818

May 6, 1980

Ms. Beverly James  
GSA Operational Planning  
Room 724  
John W. McCormack Post Office and Court House  
Boston, Massachusetts 02109

Dear Ms. James:

The Massachusetts Rehabilitation Hospital would like to speak in favor of placing a new general services administration building for Boston, at Causeway and Nashua streets in the North Station-West End area. The Board and Administration of the hospital feel that this site would begin the redevelopment of the North Station area.

1. This selection would be reasonable and fair as it seems clear that the North Station is one of the few major areas in Boston which has not benefited from the modernizations of Boston by public and private construction. This unfortunate omission of the North Station area could be reversed at once by this courageous choice.
2. The selection of this building site would give impetus to a redevelopment plan. A logical and practical plan could be initiated by this selection. This could remove the Green Line which has kept this area of Boston a wasteland for years.
3. This site selection would promote the now universal agreement that the riverfront should be developed in a coordinated and aesthetic fashion. This particular corner that links the Charles River with the Harbor should be the most deserving part of the river for long-range planning.
4. The Massachusetts Rehabilitation Hospital and the Registry are the only buildings in this area. Otherwise, the area from the river is either empty or filled with deteriorating buildings and parking lots. Not only is this area worthy of development, as compared to other parts of the City, it should be easy to develop.
5. Further, it is obvious that this building site is one of the great centers of mass and public transportation. This site is at the terminal of the Boston and Maine, leading north. It is confluence of the central arteries, Storrow Drive, McGrath Highway, Route 93, and Route 95.

Ms. Beverly James  
May 6, 1980  
Page Two.

6. The North Station businessmen have long sought upgrading of their area. Resistance to this upgrading should be extremely small as compared to other areas in City which might be controversial.

Conclusion: We strongly recommend that the Federal government place a new federal general services administration building in the North Station area near Causeway and Nashua Streets. This location is one of the few undeveloped areas in the City. The impediments to construction will be small. The nearby riverfront demands organized and farseeking development. The local merchants and dwellers seem anxious for this development. The public and private transportation is outstanding. By any measure this site seems the most logical for the building of a government building as part of a larger long-range redevelopment.

Sincerely yours,



Manuel J. Lipson, M.D.  
Director

MJL:mmc

cc: Mr. Josiah Spaulding  
Mr. Henry Newman

# LEAGUE OF WOMEN VOTERS OF BOSTON

59 TEMPLE PLACE, BOSTON, MASSACHUSETTS 02111 426-2857

5 May 1980

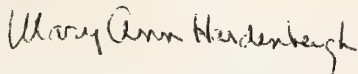
Mr. Lawrence Bretta  
Regional Administrator  
General Services Administration  
John W. McCormack Post Office and Court  
House Building  
Room 640  
Boston, Massachusetts 02109

Dear Mr. Bretta:

The League of Women Voters of Boston supports measures which assure the preservation and development of open space and which enhance the environmental conditions of the city. The League believes that the siting of the proposed federal office building at the corner of Tremont and Boylston Streets has the potential of adversely affecting the city's environment and open space. We urge the examination of other sites, such as the one located in the North Station area, to assure that this new and major office development benefits the city environmentally as well as economically.

We would appreciate it if this letter is entered as part of the record of the public hearing to be held in Faneuil Hall on Tuesday, May 6.

Sincerely,



Mary Ann Hardenbergh  
President

MAH/jkw

cc: Beatrice Nessen

MASSACHUSETTS LABOR MANAGEMENT  
CONSTRUCTION COMMITTEE  
(MLMCC)

TEL. (617) 964-1800

• 220 BOYLSTON STREET

• CHESTNUT HILL, MA 02167

RESOLUTION FAVORING NORTH STATION SITE  
FOR NEW FEDERAL OFFICE BUILDING

WHEREAS: The North Station site for the new federal office building will generate over one-half billion dollars of new development over the next two to ten years; and

This site is key to continuing the revitalization of Boston's and Cambridge's historic waterfront areas; and

All the governmental units involved are committed to working cooperatively to speed the steps toward construction of the new federal office building on this site; and

The Massachusetts Labor Management Construction Committee consists of representatives of 26 contractor associations and 17 building trades unions in Massachusetts which meet to discuss and work out solutions for problems facing Massachusetts; therefore be it

RESOLVED: That the Massachusetts Labor Management Construction Committee respectfully requests the General Services Administration to select the North Station site for the new Federal Office Building to be constructed in Boston.

*Robert E. Dickinson*

ROBERT E. DICKINSON  
Secretary

# downtown north association

BOSTON, MASSACHUSETTS

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The Collier Corporation

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Bennett Invest. Properties

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Union Warren Savings Bank

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N.E. Video Center

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SUMNER FANGER

Forecaster of Boston

ALVAN FOX

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CARLETON GOLF

Mass. General Hospital

MARTIN HANLEY

Braman Dow & Co.

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EFREM WEINREB

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ALFRED W. WHITE

Offices Unlimited

EDWARD G. WHITE

American Bank Note

### *Executive Director*

GEORGE BAKER

43 Dwhinda Road

Waban, MA 02168

332-6563

May 6, 1980

Mr. Lawrence Bretta

Regional Administrator

General Services Administration

Room 640

John W. McCormack Post Office and Courthouse Building

Boston, Massachusetts 02109

Dear Mr. Bretta:

The Downtown North Association is a civic organization comprised of small and large business and residential interests in the North Station area. Founded 25 years ago, and originally called the North Station Merchant's Association, we have approximately 100 members. I have attached a list of our membership for your information.

Although we do not have every business and resident of the North Station local as members, we believe that we are the only large community improvement organization specifically interested in this area. Because of the extensive and important planning being undertaken for the North Station area, the Downtown North Association has attempted to keep the entire community informed as to the scope of these plans. This includes both members and non-members of the Downtown North Association. We feel this has been necessary in order to obtain a correct community reaction to the proposals. In other words, we feel we must serve the needs of the entire community first and those of the Downtown North Association second.

Our By-laws define the purpose of the Downtown North Association as follows:

"To initiate and promote any movement for the commercial or civic betterment for the Downtown North Area of the City of Boston or of the City of Boston in general and to enhance the well-being of the members of the Association to the end that the Downtown North Area shall be a better place in which to do business and in which to work and in which to live."

Specifically, the Downtown North Association concentrates its' efforts in four areas:

### 1. Physical Improvements:



# downtown north association

BOSTON, MASSACHUSETTS

## OFFICERS:

*President*  
SARGENT COLLIER  
The Collier Corporation  
*Vice Presidents*  
JOHN E. BENNETT  
Bennett Invest. Properties  
PETER L. BROWN  
Peter Elliot & Co., Inc.  
STEPHEN SOTAKOS  
National Shawmut Bank  
*Treasurer*  
JOHN T. COLLINS  
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*Secretary*  
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N.E. Video Center  
*Past President*  
BERT L. MCGILLICUDDY  
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RAYMOND CANAVAN  
E.M. Loew Theatres  
CHARLES CLARK  
Clarks Eng. Collab.  
DAVID DANGEL  
Rapid Furniture Co.  
SUMNER EDELSTEIN  
Charles River Park, Inc.  
SUMNER FANGER  
Forecaster of Boston  
ALVAN FOX  
Rapid Furniture Co.  
CARLETON GOFF  
Mass. General Hospital  
MARTIN HANLEY  
Braman Dow & Co.  
PAUL IVESON  
First National Bank  
LEON K. JOHNSON  
Lee Kimball Co.  
IRVING LISS  
Hilton's Tent City  
DANIEL J. LOONEY  
play Business Service, Inc.  
AUGUSTUS MANTIA  
Fruit Orchard, Inc.  
JAMES MCGINN  
Eagle Graphics  
PAUL MOONEY  
Boston Garden  
ROBERT REIN  
Mythen Glass Co.  
ELLIOT SEGAL  
Golden Berch Co.  
SUSANNE SIEGEL  
Comm. Bank & Trust Co.  
ROBERT SOBOFF  
Soboff & Sons  
JOHN R. WATSON  
One Fifty Trust  
EFREM WEINREB  
Mass. Gas & Electric  
ALFRED W. WHITE  
Offices Unlimited  
EDWARD G. WHITE  
American Bank Note

*Executive Director*  
GEORGE BAKER  
43 Dwindle Road  
Waban, MA 02168  
332-6563

Mr. Lawrence Bretta

-2-

May 6, 1980

- A. Improving of Sidewalks and Streets
- B. Improving of Lighting
- C. Planting of Trees
- D. Painting and Maintaining of the Elevated MBTA
- E. The Canal Street Improvements.

Major construction which is about to begin. These improvements to include widening of the sidewalks, landscaping and other work to be completed in the fall of 1980 being done as a partnership between the City of Boston and the Downtown North Association. The Downtown North Association has raised \$25,000 which it is contributing to the City for a share of the cost.

## 2. Coordination with City Agencies to provide:

- a. Cleaner Streets
- b. Better Security and Police Protection.
- c. Better Snow Removal
- d. Improved Parking through enforcement

## 3. Planning:

- A. Initiated and paid for 1957 study entitled: "North Station Area". (Copy attached).
- B. Met every two weeks for six months with Boston Redevelopment Authority supplying input for the 1977 study: "New Directions for North Station".
- C. Provided community input for 1980 study by Moshe Safdie & Associates: "A Development Plan for North Station District".

## 4. Licensing and Matters affecting area:

- a. Attempt to keep the North Station free from influx of undesirable businesses (bars, adult movie houses, etc.). The Association has

# downtown north association

BOSTON, MASSACHUSETTS

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American Bank Note

### *Executive Director*

GEORGE BAKER

43 Dwindle Road

Waban, MA 02168

332-6563

Mr. Lawrence Bretta

-3-

May 6, 1980

appeared at many City licensing board hearings. In many cases we have succeeded in keeping such businesses out of the area.

- b. The Association fought, through legal counsel paid for by it's membership, the new jail proposed for our area. We feel that we had much to do with the fact that the jail was located elsewhere.

The purpose of the present General Services Administration hearings is to consider a North Station location for a new Federal Office Building. The Downtown North Association and, we believe, the entire North Station community is fully in favor of having the building located at North Station.

First, as members of the Boston community in general, we believe our location is the finest in the City for the following reasons:

### 1. Location:

A new government building should be as close as possible to the existing Government Center. Due to the interrelationships between different government agencies, a citizen may have to visit several of these agencies to accomplish one task. A North Station location would place the new Federal Building within a few minutes walk of most other City, State and Federal offices.

### 2. Transportation:

The North Station area has the finest transportation and related facilities in Boston. These are:

- A. Orange and Green M.B.T.A. lines
- B. Boston and Maine trains
- C. M.B.T.A. bus lines
- D. Direct expressway access
- E. Proximity to Logan Airport
- F. More parking than any downtown area in the City
- G. Short walking distance to other government facilities

# downtown north association

BOSTON, MASSACHUSETTS

## OFFICERS:

*President*  
SARGENT COLLIER  
The Collier Corporation  
*Vice Presidents*  
JOHN E. BENNETT  
Bennett Invest. Properties  
PETER L. BROWN  
Peter Elliot & Co., Inc.  
STEPHEN SOTAKOS  
National Shawmut Bank  
*Treasurer*  
JOHN T. COLLINS  
Warren Savings Bank  
*Secretary*  
ELAYNE HAGGAN  
N.E. Video Center  
*Past President*  
T. L. McGILLICUDDY  
Anderson-Nichols & Co.

Mr. Lawrence Bretta

-4-

May 6, 1980

## 3. Land:

The North Station area has the largest amount of open land in the Downtown Boston area. Much North Station land is presently owned by the City. Unlike the other locations being considered, very little property now in service will have to be acquired and/or demolished for the Federal Building.

Second, we feel the Federal Government has a given obligation to select the North Station area for the new building. In the 25 years that the Downtown North Association has been in existence, although we are proud of our area and although we feel we have a strong organization, few major changes have taken place. This is because our area has been choked by the transportation services serving the City as a whole. These are:

1. The Southeast Expressway which cuts off our flank from the waterfront.
2. The Storrow Drive Ramp which separates our businesses from the Charles River.
3. The Government Center Parking Garage which blocks us visually from Government Center/Quincy Market.
4. The M.B.T.A. Green Line which cuts right through our heart with noise, dirt, and shadow from the elevated structure.

The Green Line elevated obviously has the most devastating effect on the area. The Safdie plan is a dramatic, exciting plan. However, we feel that without the removal of the Green Line, the plan cannot begin.

We know that without a pressing reason for the Green Line to be relocated, it will not be! Such a major undertaking is far too costly, complicated and uncertain for private development sources to undertake. Accordingly, the relocation must be totally the result of government action. This action can only be initiated if the Federal Building is located at North Station.

The transportation links that blight the North Station area were placed there by various government agencies. You, the City, State and Federal Governments have caused us years of

## DIRECTORS:

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State Upholstery  
RAYMOND CANAVAN  
E.M. Loew Theatres  
CHARLES CLARK  
Clarks Eng. Collab.  
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Forecaster of Boston  
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Mass. General Hospital  
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ALFRED W. WHITE  
Offices Unlimited  
EDWARD G. WHITE  
American Bank Note

*Executive Director*  
GEORGE BAKER  
43 Dwindle Road  
Waban, MA 02168  
332-6563

# downtown north association

BOSTON, MASSACHUSETTS

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Union Warren Savings Bank  
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Mr. Lawrence Bretta

-5-

May 6, 1980

noise, dirt and decay. We have been forgotten as a viable part of downtown Boston. It is now time for you to live up to your responsibilities and remove this blight. You owe the North Station area this building.

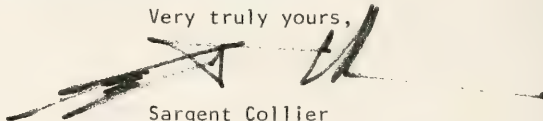
Locate the Federal Building elsewhere and the elevated removal can be forgotten. Leave the elevated, and the entire North Station area can be forgotten for another 25 years.

But if you do decide on our area, the Downtown North Association pledges the full support of it's membership and in the obtaining of support from non-members. We will donate much, much time and whatever financial resources we can gather together to assist in this project.

I am attaching a letter of support for the new Federal Building at North Station which has been signed by our area businessmen, both members and non-members of the Downtown North Association. Although we know that your building will impact traffic, parking and many other factors in our area, we want you. You will find us good people and especially good neighbors.

Other areas of Boston have had their chance and are now clean and new. Now, give us our chance! Put your building where it belongs: at North Station.

Very truly yours,



Sargent Collier  
President

SC/ehm

Enclosures

Address replies to: 125 Pearl Street  
Boston, Massachusetts 02110  
482-8870

*Executive Director*  
GEORGE BAKER  
43 Dwhinda Road  
Waban, MA 02168  
332-6563



May 15, 1980

Mr. Lawrence F. Bretta  
Administrator  
General Services Administration  
J. W. McCormack Post Office and Courthouse  
Boston, Massachusetts 02109

Dear Mr. Bretta:

The City of Boston has become a model for all other American cities to emulate. It has rebuilt its buildings, its institutions and its spirit until, today, it is viewed increasingly as a prime example of successful urban revitalization and growth.

We, as developers of Lafayette Place, share the excitement and enthusiasm of a growing Boston. To a great extent, what is good for Boston is obviously good for Lafayette Place. What perhaps is not as obvious is that what is good for Lafayette Place contributes to a stronger Boston. In this context we are convinced that removal of the GSA building from lower Washington Street is not good for Lafayette Place, and thus the impact of the removal to the city must be assessed very carefully.

Our concern is very strong on this issue. Historically, retail development has been the most difficult and resistant part of downtown redevelopment in this country. Yet, as most urban planners and developers will tell you, the glue that holds the downtown together must be a strong retail district.

Retailing provides vigor and life. It provides secure night life and relates to other activities of the city. Retailing stimulates and strengthens other businesses and gives a boost to the spirit of any city. It is the infrastructure -- the spine -- that makes a city attractive to work in and ultimately, to live in. Throughout the country, office and residential developments have benefited from a strong retail spine. In fact, in most cases strong residential projects have come as the result of a strong retail and office development.

For Boston, that retail excitement will be generated by a strong, flourishing Lafayette Place, linked to and tying together all the existing retail operations in the area. Removing the GSA building from its proposed environment comes at a time when it can have dire effects on how strong Lafayette Place and Boston's Central Business District will become. With the GSA building, Lafayette Place would grow beyond the present plans to the scale that it needs to withstand competition within the city and the region, and to be a match for all city cores nation-wide and in the world.

*Lafayette Place*



May 15, 1980

The uncertainty now surrounding the placement of the GSA building is jeopardizing the efforts of many groups -- the Chamber of Commerce, the Greater Boston Real Estate Board, the adjoining retailers, the Chinese community, the developers, the lending institutions, and many representatives of the City of Boston. Nearly all these groups have supported the siting of the GSA building in the vicinity of Lafayette Place, and, basing their assumptions on its location there, have been working in good faith to accomplish a rejuvenated downtown retail core.

We have viewed the completion of the GSA building adjacent to Lafayette Place in the next few years as a tremendous shot in the arm necessary to the successful birth of this complex. It would occur at the time when the newly installed retailers are starting their businesses, the most vulnerable time for any retail operation.

The removal of the GSA building would upset the delicate timing factor.

Of course, we do not question the examination of alternate sites which is a legitimate and responsible exercise for the leadership of Boston. Our faith in that leadership helped draw us to Boston in the first place. In analyzing the new alternatives, we must ask several questions.

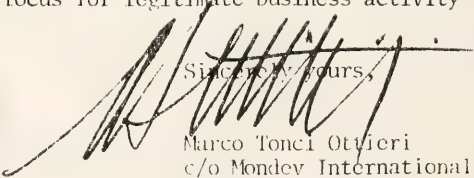
Does Boston benefit more or less by having the GSA building removed from lower Washington Street, as we have not seen or heard of a specific alternative to make the removal less damaging to Lafayette Place and the Central Business District?

Why is the GSA building essential to spur much needed residential development at the North Station? Have developers refused to consider residential development without a federal office building nearby? Are we wrong in believing that the need for quality residential development in Boston is so strong that it can stand on its own?

Finally, the GSA building on lower Washington Street is vital for the positive evolution of the "combat zone". Specifically referring to this, Paul Sheeline, Chairman of Intercontinental Hotels Corporation, recently said words to the effect that he wouldn't mind "putting his hotels in cities where revolutions were 200 years old." But he "wouldn't want to end up in another combat zone." He was humorously alluding to IHC's hotels in Teheran and other crisis-ridden cities.

We have always viewed lower Washington Street as the hinge pin that will unite the Prudential development and the Central Business District. There can be no doubt that construction of the GSA building on lower Washington Street and the ripple effect it would create will trigger reestablishment of this area as the primary focus for legitimate business activity in a vibrant downtown Boston.

Sincerely yours,



Marco Tonci Ottieri  
c/o Mondev International Ltd.  
One Westmount Square  
Montreal, Que.

May 30, 1980

Mr. Lawrence F. Bretta  
Administrator  
General Service Administration  
J. W. McCormack Post Office and  
Courthouse  
Boston, MA 02109

Dear Mr. Bretta:

Thank you for your invitation to submit written comments regarding the proposed North Station site for the new Federal Office Building.

As you know, the Mayor has indicated that in his view, no additional public investment is needed for the central business district, and the placement of the GSA building at North Station is a rare opportunity for that part of the city.

I am not convinced of this fact, and ask that in your consideration of the North Station site, you satisfy yourself that the central business district will prosper without the GSA building. There has been a significant commitment of federal dollars already to this area - Downtown Crossing, Lafayette Place - and I am sure you are concerned about protecting this investment as well as obtaining a suitable location for the building.

In my view, the placement of the building in the central business district would be the final, conclusive step in solidifying that area and eradicating the Combat Zone. As the Mayor so eloquently states, there is private investment surrounding the area: Lafayette Place, the Savoy, the Metropolitan Center, Tufts-New England Medical Center, South Station Development, the State Transportation building. However, a large void remains in the center of this area, waiting for the massive infusion of workers and visitors so badly needed to ensure the success of all those projects. The GSA building would have provided this vitality.

I sense that we are at a critical stage in 1980. We have a pedestrian mall, but we also have benches full of long term residents and streets full of young gangs. We have national fast food stores, not the major Boston retailers of a few years ago. We have a Jordan Marsh which has reduced in size, a pinball arcade which is a haven for pickpockets, a former Kennedy's retail store standing conspicuously dark and vacant, and a major development coming out of the ground with not a solid retail tenant in it.

1980 should be the year to eradicate the Combat Zone, ensure the success of Lafayette Place, complete the Theatre District, and preserve Chinatown. In my view, GSA would have achieved all this.

Mr. Lawrence F. Bretta  
May 29, 1980

Page 2

If you consider the North Station site favorably, I hope you will also make sure that the central business district is not unprotected and forgotten, left to deteriorate even further. I hope the city planners and development experts of the federal government will take an independent look at the effect of moving the GSA to North Station, and guarantee that there is an alternative for the central business district which will be equally as effective to attract private developer interest.

It is my fear that an announcement that the GSA building will be located at North Station - without a simultaneous announcement of something concrete and definite for Lower Washington Street - will be a major blow to the present and future health of the central business district.

I appreciate your serious review of these issues, which are important, I believe, to the total economic health of the city, and would be happy to assist you in any way.

Sincerely yours,

Weston P. Higgins  
Chairman

WPH:dck



MAY 6 1980

## Boston Landmarks Commission

City Hall, Boston  
Massachusetts 02201  
(617) 722-4300

Mr. Lawrence F. Bretta  
Regional Director, Region I  
General Services Administration  
McCormack Building / Room 601  
Boston, MA 02109

Dear Mr. Bretta:

Thank you, on behalf of the Boston Landmarks Commission, for the opportunity to comment on the site selection for the proposed Federal Office Building in Boston.

### *Members*

Pauline Chase Harrell,  
*Chairwoman*  
Lawrence A. Bianchi  
Labby Blank  
Thomas J. Hynes, Jr.  
Lois Overbea  
Martha L. Rothman  
Henry A. Wood

### *Alternates*

Virginia Aldrich  
Romas A. Brickus  
John F. Cooke  
Susan S. Davis  
Joan E. Goody  
Roger P. Lung  
Margaret Supplee Smith  
Carl A. Zellner

Marcia Myers,  
*Executive Director*

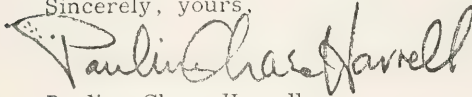
As you may recall, the Landmarks Commission has offered testimony at past hearings on this subject. The focus of this testimony has been support for GSA compliance with the Public Buildings Cooperative Use Act. This Commission had been hopeful that a serious effort would be made to reuse existing buildings, as the Act calls for, rather than adopt a solution involving only new construction. We have been disappointed that the prospectus process and the resulting program requirements of GSA, combined with the current circumstances in the real estate market and GSA's own preferences, have not meshed to allow for a project combining new construction with the reuse of existing buildings. The Commission's present position is that it actively opposes the location of a single office tower totalling approximately 1 million square feet in the Theatre District in general and a site adjacent to Boston Common in particular.

Given present circumstances, the Commission now favors the fourth site under consideration, North Station. Siting a new office building on one of the sites offered by the Boston Redevelopment Authority would not require the demolition of significant structures and would be likely to have a less adverse impact on historic resources than would be true in the Theatre District. The project could also serve as a catalyst for private investment in the nearby area known as the Bulfinch Triangle, an area which may be eligible for listing in the National Register of Historic Places. The Commission recognizes that a new Federal Office Building at North Station might conceivably have some potentially negative effects on the Bulfinch Triangle resulting from increased interest in development of the area. The Commission

urges, therefore, that if a site at North Station is chosen, the Federal government work with the City of Boston to encourage development in the Bulfinch Triangle area that is appropriate to its history and architectural character.

Again, given present circumstances, the Boston Landmarks Commission believes that a North Station location offers the best all-round solution available among the four sites under consideration. The Commission offers its assistance in addressing issues pertaining to the protection of historic resources in the adjacent Bulfinch Triangle.

Sincerely, yours,

A handwritten signature in dark ink, reading "Pauline Chase Harrell". The signature is written in a cursive style with a large, stylized initial "P".

Pauline Chase Harrell  
Chairwoman

S/235/K



A. PBS GUIDE SPECIFICATIONS

NOTICE: The Public Buildings Service has prepared this document for use in the General Services Administration Construction Program. Users of this document for any other purpose are cautioned that it is subject to change without notice. It is not to be used as a basis for bid quotations.

GENERAL SERVICES ADMINISTRATION  
WASHINGTON, DC 20405

PBS(PCD): 01500  
June 1979

PUBLIC BUILDINGS SERVICE  
GUIDE SPECIFICATION

CONSTRUCTION FACILITIES AND TEMPORARY CONTROLS

GENERAL NOTES

1. Problems arising from the use of this specification should be referred to the Chief, Criteria and Research Branch, Public Buildings Service, General Services Administration, Washington, DC 20405.
2. The capital letters in the right hand margins indicate that there is a Special Note pertaining to that portion of the guide specification. It is intended that the letters in the margins be deleted before typing the project specifications.
3. Where numbers, symbols, words, phrases, clauses, or sentences in this specification are enclosed in brackets [ ], a choice or modification must be made; delete inapplicable portion(s) carefully. Where blank spaces occur in sentences, insert the appropriate data. Where entire paragraphs are not applicable, they should be deleted completely.

PUBLIC BUILDINGS SERVICE  
GUIDE SPECIFICATION

SECTION 01500

(B)

CONSTRUCTION FACILITIES AND TEMPORARY CONTROLS

(A)

1. CEREMONIES:

1.1 Subject to mutually satisfactory arrangements between the parties of the contract, the Government may enter the premises during the term of the contract to conduct ceremonies, such as laying the cornerstone or dedication ceremonies, and to occupy temporarily such portions of the premises as may be necessary.

2. CONSTRUCTION SIGN:

2.1 See Specification Drawing. Contractor shall furnish and erect sign on the site of the project as soon as practicable after commencement of work, located where directed by the Construction Engineer.

(C)

3. SAFETY BARRICADES:

3.1 Provide safety barricades in accordance with requirements of the Building Code of the City of -----, -----, and the applicable municipal and state ordinances and codes.

3.2 Barricades shall be removed upon completion of the project, in accordance with local ordinance and to the satisfaction of the Construction Engineer.

4. USE OF POWER EQUIPMENT BY CONTRACTOR:

4.1 Elevator(s) used for temporary service during construction shall be provided with temporary platform(s) and cab(s) complying with American Standards Safety Code for Building Construction: Safety Requirements for Personnel Hoist, A10.4 during the period of use. Before acceptance by the Government, new hoisting and governor ropes shall be installed, brake shoes relined, worn or damaged controller parts replaced and other equipment placed in condition equal to new.

4.2 Escalators (moving stairways) shall not be used by the Contractor for transporting materials or employees at any time during the term of the contract.

4.3 Power operated window washing scaffold, if used for temporary service during construction, shall be provided with temporary plywood protection over walkway flooring of roof car and working platform during the period of use. Before inspection for acceptance by the Government, new hoisting ropes shall be installed, brake shoes relined, all worn or damaged controller parts replaced and all other equipment placed in condition equal to new, by the Contractor. Contractor shall clean roof car, working platform and garage of all refuse. Power operated window washing scaffold shall be stored in the roof garage at all times while not in use.

E&R 5. PROTECTION:

(D)

5.1 The Contractor shall provide adequate protection for all parts of the building, its contents and occupants wherever work under this contract is performed. Furniture, office fixtures and carpets shall be moved as necessary for proper performance of the work, stored on the premises, protected and properly replaced.

5.2 The Contractor shall provide dustproof enclosures or partitions for protection where dusty or dirty work is performed. Debris shall be dampened when removed to avoid dusting.

5.3 Temporary weatherproof partitions with suitable [doors] [and] [windows] shall be provided before exterior walls are removed.

5.4 Provide safety barricades and signs to prevent building occupants from walking into an area being worked on during Government working hours; remove such barricades and signs when work is completed and it is safe for building occupants to enter the space or area.

E&R 6. CAUTION:

(D)

6.1 Vault doors in this building may be equipped with protective devices having tear gas attachments. The Contractor shall consult the Building Manager to ascertain whether vault doors in areas under this contract are so equipped. It is unsafe for persons unfamiliar with such protective devices to tamper with or disturb them.

6.2 If a vault door so equipped is to be removed, left open or reset, the Contractor shall give the Construction Engineer or the Building Manager of the building two weeks' notice to arrange for disconnecting the protective devices.

01500-2

E&R 7. EQUIPMENT ON THE SITE:

(D)

7.1 Equipment (other than mechanical equipment) including but not limited to furniture, metal shelving, office fittings, desk and bracket fans, lobby desks, bulletin boards, directory boards, lockboxes, letter and package drops, mail chutes and letter boxes, wire mesh partitions, movable office partitions, directional signs, vault doors and vault equipment, grilles and sash at service windows in Postal Service screen and metal drawers in Postal Service screen, shall remain the property of the Government.

7.2 Such equipment that is to remain in place within the area of contract operations shall be covered and protected against damage or loss. Equipment that is removed in performance of work under this contract shall be stored on the premises where directed, or shall be reused in work as required by drawings and specifications. Equipment temporarily removed shall be protected, cleaned and replaced equal to its condition prior to starting work under this contract. Security for equipment or material that is to be reused and is removed for temporary storage shall be the sole responsibility of the Contractor.

E&R 8. MATERIALS ON THE SITE:

(E)

8.1 Construction materials and items of mechanical and electrical equipment that are removed and not reused under this contract, shall [remain the property of the Government and shall be stored on the premises where directed]. [becomes the property of the Contractor and the salvage value shall be reflected in the bids]. Materials removed and not reserved as property of the Government and not reused in the work shall be removed from the site by the Contractor. [Storage or sale of excess salvable material on the site will not be permitted.]

9. WATER, UTILITIES:

9.1 Utility services supplying the premises are not available for use in this work. Contractor shall make his own arrangements for such services.

E&R 9.2 Premises are supplied with water and electrical services which may be used in this work, subject to regulations of the Government Agency in control. Contractor shall make his own arrangements for such services.

(D)

10. TOILET FACILITIES:

10.1 Contractor shall provide toilet accommodations for his personnel, with sewer and water connections where possible, keep in sanitary condition and, on completion of the contract, remove and leave premises clean.

01500-3



E&R 10.2 Contractor's personnel will be permitted to use a toilet room on the premises subject to regulation and control of the Construction Engineer. (D)

11. HEATING:

11.1 Heat shall be provided in accordance with "Heat" clause of the General Conditions, GSA Form 1139. Heat shall also be provided where temporary heat is required for work under other sections of the specifications.

11.2 Approval of proposed temporary heating systems must be obtained from the Contracting Officer prior to being placed in service. Oil burners, salamanders, or open braziers will not be permitted.

11.3 The Contractor may utilize the heating system and related equipment to furnish the specified heating results prior to the time of completion of the building. However, the equipment shall be operated by qualified personnel and in accordance with manufacturers' instructions and good engineering practice. Heating system piping shall be cleaned, flushed, and filled with treated water prior to use for temporary heat; treatment must be in accordance with the recommendations of a qualified water treatment laboratory, and shall be addition to the final treatment hereinafter specified under another section of the specification.

11.4 Contractor shall, prior to the time of final inspection, place the heating system and related equipment in first-class, equal to new condition, satisfactory to the Contracting Officer. Boiler water treatment shall be provided if condensate is wasted or if its use is considered necessary by the Contracting Officer or his authorized representative.

11.5 The operation of the equipment shall not change the date of the guarantee period.

11.6 The Contractor shall be entitled to additional payment for heat only to the extent provided under the "Changes" or "the Suspension of Work" clauses, of the General Provisions, Standard Form 23-A.

E&R 12. HEATING:

(D)

12.1 Heat shall be provided as follows:

12.1.1 In accordance with "Heat" clause of the General Conditions, GSA Form 1139.

12.1.2 In areas of existing building occupied by Government personnel during the term of the contract, to maintain a temperature not less than 65-68 degrees Fahrenheit.

12.2 The building will be [vacated] [occupied] during the term of this contract and the Contractor shall, without additional cost to the Government, furnish and install all necessary temporary facilities, such as partitions, enclosures, radiation, piping and boiler equipment, including if necessary, temporary installation of auxiliary heating equipment and temporary alterations in existing heating equipment.

12.3 The Contracting Officer will determine sufficiency of, and time when heat is to be provided in occupied portions of the building.

12.4 Contractor may utilize the existing heating system and the new equipment, as required. Fuel will be provided by the Government. However, prior to final inspection, the entire system shall be placed in condition satisfactory to the Contracting Officer.

13. ENVIRONMENTAL PROTECTION:

(F)

13.1 Environmental Control Officer.

13.1.1 The Contractor shall designate one of his staff as "Environmental Control Officer". The duties of such designee shall include the responsibility for enforcing the environmental protection provisions of these specifications; the requirements of the Occupational Safety and Health Act, and other applicable Federal, state and local standards.

13.1.2 As outlined in the applicable sections of this specification, Contractor shall submit, for approval by the Contracting Officer, his intended traffic flow plan, security plan, program for temporary structures, housecleaning plan, erosion control plan and demolition program. After approval by the Contracting Officer, the implementation and enforcement of these programs shall become the responsibility of the Environmental Control Officer. Any changes in the programs must be requested by the Contractor through the Environmental Control Officer for written concurrence by the Contracting Officer.

13.2 Soil Disposal and/or Borrow.

13.2.1 Contractor shall dispose of excess soil and/or obtain borrow only at locations shown on drawings. All soil disposal and/or borrow work shall be conducted in strict accordance with requirements of local regulatory authorities.

### 13.3 Solid, Liquid, and Gaseous Contaminants.

13.3.1 Contractor shall be responsible for the proper disposal of all solid, liquid, and gaseous contaminants in accordance with all local codes and regulations, together with the following requirements:

13.3.1.1 Gaseous contaminants shall be discharged in such a manner that they will be sufficiently diluted with fresh air that the toxicity will be reduced to an acceptable level.

13.3.1.2 Liquid contaminants may, subject to local utility standards, be diluted with water to a level of quality acceptable in the local sewer system, or shall be contained in approved vessels for disposal at approved sites.

### 13.4 Disposal of Refuse.

13.4.1 Refuse resulting from construction operations shall be removed from the site, except where State or local requirements permit burning on the site. If State and local requirements permit burning on the site, the Contractor shall provide the Contracting Officer a copy of State and/or local permit or license reflecting the State or local approval.

### 13.5 Covered Chutes.

13.5.1 All chutes for refuse, etc., shall be covered, or of such a design as to fully confine the material to prevent the dissemination of dust.

### 13.6 Trucking.

13.6.1 All trucks leaving the site with earthen materials or loose debris shall be loaded in a manner that will prevent dropping of materials on streets and shall have suitable tarpaulins fastened over the load before they enter surrounding paved streets. Trucks bringing earthen materials over paved streets to the site shall be similarly loaded and covered.

13.6.2 At all points where trucks will leave the site and enter surrounding paved streets, the Contractor shall maintain a suitable truck wheel washing installation and crew to prevent any mud from being carried onto such adjacent paved streets. All trucks, or other vehicles leaving the site at any time shall be hosed and washed clean of mud and dirt clinging to wheels and exterior body surfaces. Installation shall be provided with a concrete or macadam slab, arranged to assure adequate drainage to prevent puddling; washdown area shall be kept clean to further assure vehicular cleanliness.

13.6.3 The Contractor shall conform to all local regulations regarding load limits.

13.7 Construction Site Maintenance.

13.7.1 All supplies and equipment on project site shall be stored in such a manner as to preclude mechanical and climatic damage. Site shall be maintained in a neat and orderly manner as to further minimize hazards to personnel, supplies and equipment.

13.7.2 Contractor shall be responsible for maintaining the temporary structures and construction enclosure (fence) in good repair and visually pleasant. He shall further provide adequate security to prevent the presence of unauthorized persons on the site, and to keep gates secured when not in actual use to insure the integrity of the barrier as well as for property security.

13.8 Noise Control.

13.8.1 Equipment to be employed on this site shall not produce a noise level exceeding the following limits in Db(A) at a distance of 50 feet from the equipment under test.

Equipment

Earthmoving	
front loader	79
backhoes	85
dozers	80
tractors	80
scrapers	88
graders	85
truck	91
paver	89

Materials Handling

concrete mixer	85
concrete pump	82
crane	83
derrick	88

Stationary

pumps	76
generators	78
compressors	81

Impact

pile drivers	101
jack hammers	88
rock drills	98
pneumatic tools	86

Other

saws	78
vibrators	76

13.8.2 The Contractor shall comply with all applicable state and local laws, ordinances, and regulations relative to noise control.

13.8.3 Stationary equipment may be provided with acoustical enclosures to provide the required sound attenuation subject to continued maintenance of such enclosures to assure that maximum sound levels specified are not exceeded.

13.8.4 Where field sound measurements reveal sound levels exceeding those listed above, Contractor shall cease operating such equipment and repair or replace it with equipment complying with these sound levels.

14. ENERGY CONSERVATION:

14.1 Energy Conservation Officer.

14.1.1 Contractor shall designate one of his staff as "Energy Conservation Officer". The duties of such designee shall include the development and implementation of a program for minimizing the use of energy on the site.

14.1.2 The program, after approval by the Contracting Officer, shall be posted in a conspicuous location so that all personnel employed on the project may be made aware of the need to conserve energy at all times.

15. ARCHAEOLOGICAL RIGHTS:

15.1 There is a possibility that items of archaeological significance may be found during the excavation of the site. In such event, the Contractor shall stop excavation in the vicinity of the find and notify the Contracting Officer immediately; subsequent excavation work shall proceed as directed by the Contracting Officer. All items found which are considered to have archaeological significance are the property of the Government.



## SPECIAL NOTES

- A. This is a new specification section that includes items of construction facilities and temporary controls that were previously included in Section PBS(FCO): 01000, SPECIAL CONDITIONS, dated August 1977.
- B. The section number should be inserted in the specification heading and prefixed to each page number in project specifications.
- C. Specification drawing 01000-1 should be included when this built for GSA and specification drawing 01000-2 should be included when the project is being built by GSA for a client.
- D. Clauses 5, 6, 7, 9.2, 10.2, and 12: "E&R" in the margin indicates requirements applicable only to Repairs, Alteration, Extension and Remodeling projects.
- E. Clause 8, MATERIALS ON THE SITE:
  - (1) On E&R projects when construction materials are removed and permitted to be reused in the completed work the limitations for reuse should be specifically noted on the drawings or specified in the appropriate technical sections. Edit this paragraph to conform with the project requirements.
  - (2) Paragraph 8.1: When an entire unoccupied building is to be demolished, delete the following last sentence:

"[Storage or sale of excess salvable material on the site will not be permitted.]"
  - (3) When storage or sale of excess salvable material on the site is permitted the following clause should be included:

"       SAVE HARMLESS AND INDEMNITY AGREEMENT

       The Contractor shall save and keep harmless and indemnify the Government against any and all liability claims, and costs of whatsoever kind and nature for injury to or death of any person or persons and for loss or damage to any property (Government or otherwise) occurring in connection with or in any way incident to or arising out of the occupancy, use, service, operations, or performance of work in connection with this contract, or in connection with his selling or offering to sell construction materials on the site, resulting in whole or in part from the negligent acts or fault of Contractor, any subcontractor, or any employee, agent, or representative of Contractor or any subcontractor."
- F. Clause 13, ENVIRONMENTAL PROTECTION:
  - (1) Paragraph 13.2: Verify that drawings show location of soil disposal and/or borrow or fully describe the location in this paragraph.
  - (2) "Off hours" demolition: In urban areas, where appropriate, add paragraph "Scheduling of Demolition Work" and incorporate an allowable schedule of hours consonant with the hours when the inordinate amount of noise emanating from demolition work would have the least impact on the area. Coordinate with Guide Specification FCGS 02110, "Demolition".

\* . \* \* \* \*

# FEEDBACK FORM

This sheet is an outlet to provide relevant feedback comments on the contents of this specification. Check the appropriate boxes below to indicate whether the proposed revision is an addition, deletion or a modification to the particular paragraph in question. In the comment area labeled REVISION, write the new sentence or paragraph as it should be presented; in the JUSTIFICATION space, comment on the reasons for the revision. Additional comments may be added on separate sheets of paper if required. Return to Chief, Criteria and Research Branch, Public Buildings Service, General Services Administration, Washington, DC 20405.

GUIDE SPECIFICATION NAME: \_\_\_\_\_ CONTRIBUTOR: \_\_\_\_\_  
 GUIDE SPECIFICATION NUMBER: \_\_\_\_\_ TITLE: \_\_\_\_\_  
 DATE: \_\_\_\_\_  
 ORGANIZATION: \_\_\_\_\_  
 TELEPHONE NUMBER: (    ) \_\_\_\_\_

PARAGRAPHS: \_\_\_\_\_

[    ] ADDITION      [    ] DELETION      [    ] MODIFICATION

REVISION: \_\_\_\_\_  
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B. NEWSPAPER ARTICLES AND ADVERTISEMENTS

# The Boston Herald

Telephone (617) 426-3000

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60 cents

## American

Sunday, August 21, 1977

# Court planned near 'Zone'

By ROBERT KILLAM  
Real Estate Editor

(C) 1977 The Boston Herald American

A new \$80-million to \$100-million federal courthouse is planned for the edge of Boston's notorious Combat Zone, the Herald American learned last night.

No timetable for the start of court-house construction has been set but a federal official confirmed the building has been given a green light in Washington.

Sources said House Speaker Thomas P. "Tip" O'Neill, Governor Michael Dukakis and Mayor Kevin White want a new federal building near the Combat Zone.

They see it as a possible first step in an effort to phase out the Combat Zone and replace it with medical and government buildings and tax-paying commercial.

Leo Diehl, chief administrative aide to Speaker O'Neill, said yesterday that a formal proposal for a new courthouse in Boston has been submitted to Washington but that final approval has not been received.

One spot reportedly being eyed for the federal courthouse is a vacant lot on Washington Street between Bedford Street and Hayward Place, a short distance from the intersection of Washington and Essex streets. The intersection is the "heart" of the Combat Zone.

The Boston office of the U.S. General Services Administration (GSA) has been seeking a new federal facility for years. However, it has been asking for a federal office building. The federal government now leases about one million square feet of space in Boston and is paying more than \$3 million a year in

A GSA official told the Herald American, "We need a federal office building but Tip has decided we will get a federal court."

He said federal judges do not like high-rise buildings as law courts and that the final building might combine a low-rise courthouse with a high-rise federal office building. "We don't know what the building will be like but something will be built here," he added.

Tufts New England Medical Center on nearby Harrison Avenue also has been engaged in a long-range but determined effort to clear out the zone and build new medical facilities and housing there.

Robert I. Vey, former deputy mayor of Boston, left the city to become a "consultant" in Tufts' drive to squeeze out the so-called "adult entertainment

Vey is a friend of Speaker O'Neill and has the support of business and city leaders who feel the Combat Zone is dragging the city down and that its prostitutes and pimps are moving into other neighborhoods.

Vey told the Herald American Tufts has plans for a veterinary school, a nutrition research laboratory and a facility for studying ways to improve the safety and health of industrial workers.

Vey says once the Combat Zone is cleared Tufts Medical Center wants to put up housing for students, nurses, and other employees.

"The Combat Zone idea has been a failure," Vey told the Herald American. It is depressing the entire area and beginning to spread. Everyone near it wants it out. The entire Combat Zone is assessed for only about one million dol-

# Combat Zone plan: Shrink it

## BRA would like to surround area

By Richard Hudson •  
Globe Correspondent

After studying several ways of solving the problems of Boston's adult entertainment zone, the Boston Redevelopment Authority (BRA) is now working on plans to contain and gradually shrink the district with major new building developments, BRA officials said yesterday.

At this early stage in the planning, the BRA does not expect to eliminate or move the Combat Zone, a 6.5-acre region in downtown Boston — although it had considered those options.

Instead, officials said, they hope multimillion dollar public and private developments to be built on the edges of the zone will bring respectable businesses into the area.

Among the proposed developments is a \$100 million Federal courthouse, which the US General Services Administration (GSA) is considering placing on the northern border of the zone.

At the request of US House Speaker Thomas P. O'Neill, the regional GSA office is now completing a feasibility study for the proposed courthouse, said Leon Diehl, O'Neill's top aide. Thus far the GSA has approved the courthouse proposal, although no definite site has been picked.

BRA spokesman Ralph I. Memolo said the courthouse, if it is built on the northern edge of the zone, fits right in to BRA plans.

On Sept. 15, Jordan Marsh plans to open its new building at Washington and Summer streets, and plans are continuing toward building a retail business complex called Lafayette Place — also on the northern edge of the zone.

On the southern border, Tufts University wants to expand its dental center by adding a veterinary school and a pediatric clinic. Also south of the zone, private investors are now raising \$3.5 million to renovate the Music Hall at 268 Tremont st. and extend its stage back to Stuart st. also on the border.

# BRA plans to contain and shrink Combat Zone

★DOWNTOWN  
Continued from Page 1

the City Council is now considering whether to approve the first stage of the Park Plaza Complex near Park Square, which will start with a state transportation building.

Under a 1974 city zoning regulation, the Combat Zone runs along Washington street. Its southern border is 20 feet short of Stuart and Kneeland streets and its northern border halfway between Essex street and Hayward place. On the west it extends half a block toward Tremont street, and on the east a half block toward Harrison avenue.

The first-in-the-nation formal adult entertainment zone was created to keep pornographic bookdealers, nude bars, and x-rated theaters from spreading to other parts of the city, but BRA planners have concluded that the idea is not working the way they would like, Memolo said.

David Trietch, director of planning for the theater district, said many of the buildings in the area are vacant above the first few floors, because few businessmen want their clients to have to walk up through porno stores on the first floor.

"It seems like a poor use of available land space," said Memolo. "We would obviously like to find more desirable uses for such prime development land, in the heart of downtown Boston."

Also dissatisfied with the crime and deteriorating buildings in the area, the BRA undertook and recently completed a preliminary study of the Combat Zone, said John Sloan, director of urban design.

Several options were considered and rejected. One was to move the Combat Zone and all its businesses to another location, out of the high-value downtown area. Sloan said planners discussed moving the zone to North Station, to the leather district near South Station and to the Fort Point Channel area.

They also discussed creating "a wild sort of Coney Island" in Boston Harbor, by moving the pornographic businesses to one of the harbor islands, Sloan said.

All proposals to move the zone were rejected. "That's not eliminating the problem of the Combat Zone; that's just moving it somewhere else," he said.



Washington and Beach streets, in Boston's Combat Zone.

planned developments along the outskirts of the zone will become "anchors," from which other, private developers can extend further into the zone. "We'd like to see more solid, tax-productive business supplant some of the businesses already in the area," said Memolo.

However, Sloan said he knew of no private developers who had expressed an interest in building near the large complexes already planned. Nevertheless, Memolo said, "There are considerable investments taking place and about to take place all around it." He would not elaborate.

BRA planners also took a closer look at Detroit's method of handling adult entertainment. Such businesses are prohibited from zoned residential areas in Detroit and each one must be no closer than 1000 feet from another.

"That just wouldn't work for Boston," said Sloan, explaining why the BRA also rejected this proposal. "It would be a worse disaster than we already have. Boston has too many residential areas to allow such an ordinance, and the political problems would be considerable."

The planners settled for the moment on a third option, which involves retaining the zoning ordinance that created the area.

"We said we'd keep it in the location it's in now, but try to plan and coordinate development in the area



# The Boston Globe

THURSDAY MORNING, APRIL 13, 1978

## GSA recommends \$75m building for Boston

By Rachelle Patterson  
Globe Washington Bureau

WASHINGTON — The General Services Administration has recommended that a 25-story federal office building with a 100,000-square-foot parking garage be built in Boston.

The \$75-million structure, which would be larger than the JFK building, would consolidate federal agencies and departments housed in 15 locations.

House Speaker Thomas P. O'Neill Jr. learned of the results of a feasibility study on the facility at a meeting yes-

terday afternoon with GSA Administrator Joel Solomon. O'Neill requested the study a year ago.

The Public Works committees of the House and Senate must approve the project, and Congress would have to authorize and appropriate the funds. An O'Neill aide said yesterday that funding "will be obtained as soon as possible."

The GSA, which is in charge of all federal buildings, estimates the Boston project would generate 2500 construction jobs over a three-year period.

The location of the new facility, if approved by Congress, has not been determined. But O'Neill said, in a statement, he preferred a downtown location to tie in with the Carter Administration's new urban policy, which seeks to have federal facilities placed in the central city. The Combat Zone, according to O'Neill's aide, is one possible site.

"Such locations are readily accessible to employees of all income levels," O'Neill said. "Additional energy would be saved by using public transportation."

The GSA leases 565,000 square feet of space in the Boston area in 18 buildings at a cost of \$4.4 million annually.

The federal government owns five buildings in Boston with 10,000 employees and 1.3 million square feet.

The proposed building, which would be 961,000 square feet, 638,000 of which would be occupied, would provide enough room for future expansion of federal agencies as well as consolidation.

# 'In the next two years you're going to witness a rebirth of building in Boston'

By WILLIAM J. LEWIS

Development prospects in the City of Boston never have been rosier than they are today. This is the assessment of Atty. Robert L. Farrell, chairman of the Boston Redevelopment Authority.

It is an assertion which might well be regarded as rash were it to emanate from sources other than the BRA boss' office. But Farrell, while hardly the tactician type, is a pragmatist normally inclined to restrain his optimism.

So when Bob Farrell tells you straight out, with not a hint of hesitation, "In the next two years you're going to witness a rebirth of building in Boston," you'd be well advised to take his prognostication seriously.

The BRA chief not only is convinced in his own mind that Bos-

ton's development climate is excellent, he wants to disseminate this favorable state of affairs.

Farrell is unrestrainedly excited and voluble on the subject as he ticks off a host of hotels, apartments, condominiums, department stores and cultural and transportation facilities about to be born or reborn in Boston.

As an example of the faith and confidence others have in the city's resurgence, Farrell relates how a recent advertisement for five project directors produced a bonanza.

"Do you have any idea how many responses there were?" he asked. "Well, there were more than 300 people from all over the country who want one of these five jobs — many with top quality credentials," he said in answer to his own question.

And it isn't that these are such

high-paying positions that explains the demand, according to the BRA chairman. People from everywhere just want to live and work in Boston," he says.

"I know it's beginning to become a bit trite to say Boston is a 'livable city,'" Farrell conceded, "but nevertheless it is the truth."

Screening of applicants for the project director posts is being expedited at the BRA, Farrell says. The Authority will hire these directors within a month or so in order to avert any lag in the priority projects to which they are to be assigned.

All considered critical to the city's total development picture, these projects include the Charles-town Navy Yard, Copple Place, Columbia Point, South Station-Fort Point Channel and Lafayette Place-Theater District.

These five developments alone will involve an investment of more than \$1 billion — most of this outlay being private venture capital, Farrell points out.

And several of those who are investing in Boston's future, the BRA chairman further notes, are foreign entrepreneurs. "The British, French and Canadians are taking advantage of Boston's healthy investment climate and that's irrefutable evidence of a high degree of confidence in the city," Farrell says.

Proposed hotel projects abound at the BRA offices. At last count there were 24 separate hotel development proposals pending in a city where no hotels were built for close to half a century following the stock market crash and the Great Depression of the 1930s.

# Memo to 'Tip': Old is better than new and more profitable for city

There is no question that House Speaker Thomas P. "Tip" O'Neill means well. All he wants to do is make sure that Boston gets a nice new \$75 million, 25-story federal office building to consolidate federal agencies and departments currently scattered around the city.

The General Services Administration, which has charge of all the nation's federal buildings, already has approved the project and there is little doubt that O'Neill can corral a favorable congressional vote.

It all sounds wonderful.

Here is a project that will provide jobs (an estimated 2500 over a three-year period), a fat payroll, local purchasing of goods and services and a shiny new building.

Could anything be better?

Unfortunately, yes, says Roger S. Webb, president of Architectural Heritage Foundation, and Ken Mandler, both of whom recently wrote letters to The Globe warning against the proposed new federal building.

The gimmick is that there are a lot of subtleties about new office buildings, especially federal ones. New federal buildings can do odd things to local real estate markets and city revenues.

In this case a new federal building could rob the city of tax income.

One can't blame O'Neill for not understanding the intricacies of urban market forces. Few but experts do.

One can, however, make the same excuse for the General Services Admin-

istration but regrettably GSA seems to have earned its reputation of being 10 years behind the times. Make that 15.

It isn't that Tip's idea is a bad one, given today's framework. But it would be better with a little realignment.

The way to do that would be to request GSA not to spend the money on a new building but on refurbishing an old building or a complex of old buildings for the same purpose.

At the risk of oversimplification here's why.

First, federal buildings don't provide a city with any taxes. But federal agencies and departments whose personnel are scattered in various privately-owned buildings do. The feds pay rent to the private landlords who, in turn, pay taxes.

So, if all these scattered federal per-

sonnel in Boston are put under one roof in a new federal building, the city loses taxes, unless the space vacated by the departing federal personnel can be filled by new tenants.

In Boston, filling such vacated office space would be highly unlikely because there is an oversupply of office space.

But wouldn't this also happen if the move were to a renovated old building or complex of old buildings? Yes, it would. So what's the difference?

In hard tax money and considering only the move itself there wouldn't be any difference.

Well, then, if the feds and O'Neill truly want to help the city, why don't they leave well enough alone? There is a strong argument for doing just that except that the feds have a right to seek the convenience of consolidation, a right they'll eventually exercise.

So, if it boils down to a choice, why choose a renovated old building over a new one? The benefits of renovating an old building or complex of old buildings — the leather district, North Station, the old armory, South Boston — come from the fact that it will revitalize an older part of the city with the spin-off stimulating a general uplift with resultant tax benefits. A new, clinical-looking building wouldn't have the same effect.

There is more, however. The cost of the proposed new skyscraper works out at \$78 per square foot, whereas first-class restoration runs only \$35 to \$50 per square foot — examples: Boston's renovated Old City Hall or One Winthrop Square. Therefore, more could be done for less money, possibly even new innovative things, a mini park.

Further, restoration work would in-

volve even more workers than new construction, something not widely known yet. Roger Webb, who developed Old City Hall, estimates renovation would involve close to 4000 workers as against GSA's estimate of 2500 for new construction and unions would have the same privileges with renovation as new construction.

Finally, although everyone seems to forget it, Congress told GSA to give preference to restoration and President Carter's new urban policy states that restoration is to be preferred to new construction.

True, for Americans to choose the old over the new is a whole new ballgame, but it makes sense and it's time to make a start, even in the bureaucracy. It would be nice to see O'Neill lead the way.

Ian Menzies is a Globe columnist

## Panel votes new federal site in Hub

Globe Washington Bureau

WASHINGTON — The House Public Works Committee's Subcommittee on Public Buildings yesterday approved the construction of a 25-story federal office building for Boston. The full Public Works Committee will take up the proposal on Tuesday.

Meanwhile, \$15 million has been included in the fiscal 1979 appropriations bill for the General Services Administration for the design and site preparation of the building, which would consolidate federal agencies now housed in 15 locations in Boston.

The \$75-million building, which would be larger than the JFK building in Government Center, would contain 961,000 square feet of land.

Debate over which site would be best for the building has already begun. Last week, The Globe was told that Boston Mayor Kevin H. White and other city officials had been urging at private meetings to consider a North Station site for the building. The city officials are also reported to be interested in two other locations, the "Combat Zone" and South Station.

# GSA seeking land for U.S. offices

By BILL DOOLEY  
Staff Writer

The General Services Administration will soon advertise for available land in downtown Boston to build a \$75 million federal office building.

Lawrence Bretta, New England Regional Administrator for the GSA, said yesterday that he expected the advertisement to go out in a week or 10 days.

Bretta has been meeting with Mayor White and the Boston Redevelopment Authority on possible sites for the 38 to 40-story office building.

"The BRA has offered us about a dozen site possibilities," Bretta said, "but we are going to advertise for additional sites from private developers to be assured of having the widest possible site selection."

Bretta stressed that the GSA was seeking an urban site in keeping with President Carter's urban policies and those set forth by Joel Solomon, Administrator of the GSA in Washington.

A conservator will be employed by the Boston regional office of the GSA to insure historic site preservation, in the event that the final site selected should contain any building or site of historic consequence.

"We are looking for a site of between 55,000 and 60,000 square feet of land," Bretta said, "and we hope to hold a public hearing on the final site selection in historic Faneuil Hall so that there will be public input in the site selection."

The three most commonly discussed sites for the proposed high-rise office building have been in the areas of North and South Stations and the Government Zone.

The building will consolidate many federal agencies currently housed in commercial buildings throughout the city.

Bretta said that the federal agencies scattered across the city now pay about \$4 million a year in rent to private commercial building owners.

Some of the federal agencies which will occupy space in the new building include the General Service Administration, Civil Service Administration, Interstate Commerce Commission, Department of Housing and Urban Development, Small Business Administration, sections of the Internal Revenue Service, Department of Fisheries and Wildlife and Social Security Administration.

"We expect to house between 4,000 and 5,000 federal employees in the building," Bretta said, "complete with off-street parking."

Bretta said he could not estimate when the final site selection would be made but said that he and his staff were working closely with Boston and state officials on the choice of property.



# New federal building in Boston may not be another sterile box

Surprise of surprises. The new federal office building proposed for Boston — courtesy of House Speaker "Tip" O'Neill — may not, after all, turn out to be just another sterile, multi-story box, similar to the JFK and Saltonstall buildings.

The government, it seems, has seen the urban light, has decided that preservation is to be preferred to Manhattanization.

And to this end it has adopted a policy that, in building any new federal offices, first consideration should be given to locating those offices in historically, architecturally or culturally significant buildings.

It is a policy that should greatly benefit Boston.

Responsibility for carrying out this policy has been given to the General Services Administration, which owns or operates more than 10,000 non-military government buildings throughout the nation.

GSA, however, has long been known as one of the government's least innovative agencies, but its new administrator, Jay Solomon, President Carter's choice as GSA clean-up man, is doing his best to change that image.

Solomon, encouraged by Carter, is determined to deploy GSA as best he can to help the nation's older cities regain their feet.

He has told his regional administrators, men such as New England's Lawrence F. Bretta, former mayor of Somerville and an O'Neill candidate for regional administrator, that he wants results and the law obeyed.

GSA has more of a reputation for 'dozing down the old and building up the new, than seeking out the old, preserving and restoring it.

However, Solomon isn't relying solely on his own agency for support. Last week, at his invitation, 15 professional historians, architects, developers, planners and preservationists from across the country spent three days in Washington to consider how best GSA could support historic urban preservation.

One of the members of that task force was Boston architect Roger P. Lang of Perry, Dean, Wahl & Rogers.

## THE CITY By IAN MENZIES

Lang, who is a member of the Boston Landmarks Commission and the Boston Preservation Alliance, described the meeting as "extraordinarily productive, though grueling." He said task force members, who submitted a lengthy draft report to Solomon, were "most impressed" by the GSA administrator.

The Boston Preservation Alliance which Lang represented at the Washington meeting, was formed quietly some 14 months ago. It represents 25 preservation groups in the city, including such grassroots organizations as the South Boston, Roxbury, Charlestown, South End and Dorchester Historical Societies.

Lang said the Alliance favors what is known as the Church Green site on Summer street, about a block down from Jordan Marsh toward South Station. Others know it as a part of the old leather district.

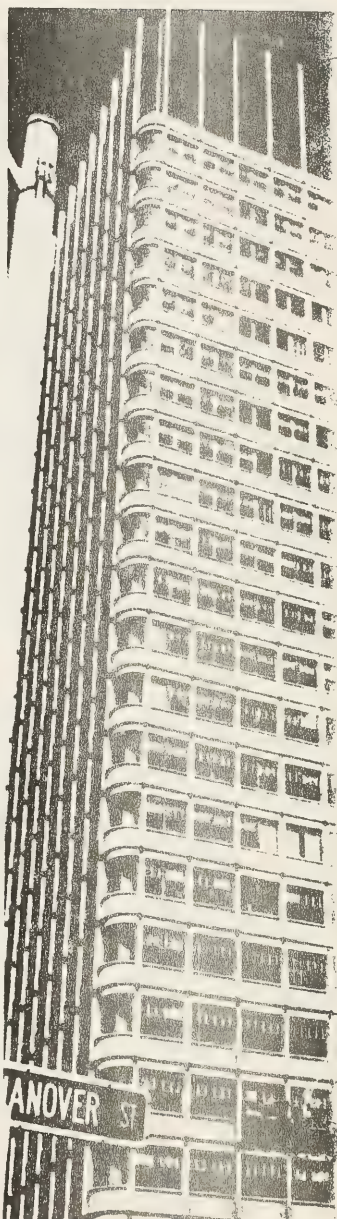
This site would utilize both old buildings and a new tower. The Alliance opposes the combat zone site, first discussed by GSA, the city and O'Neill, because it would destroy the flavor of the theater district and places like Jacob Wirth's restaurant.

The Boston Redevelopment Authority's choice for a site would be the North Station area. The Alliance doesn't oppose this idea so long as it could be designed to recycle old buildings as well as involve new construction.

Part of GSA's new policy is to site new federal offices in depressed parts of cities so as to trigger spin-off improvements. The North Station area certainly needs help.

Those who would like to know more and who are interested in playing a role in the development of this intriguing project should be at Faneuil Hall on Wednesday, Jan. 31, at 7 p.m. where the first public meeting to discuss possible sites will be held. It won't be the last meeting.

Ian Menzies is a Globe columnist.  
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JFK Building. A sterile, multi-story box?

BOSTON LEDGER/WEEK OF JANUARY 26-FEBRUARY 1, 1979

## New Fed building 'Tip'ing to preservation

*One development scheme rapidly gaining favor in city circles is the location of a \$75 million Federal office building near lower Washington, perhaps splitting Lagrange street... (The building) might well fit the "mixed use, high activity" plan for lower Washington, according to BRA spokesman Ralph Memmelo.*

*Boston Ledger, July 28, 1978*

By Jane White

Six months after the above remark was made, the newly-coalesced Boston Preservation Alliance (BPA) announced its recommendations for siting of the "Tip O'Neill building", as its detractors like to call it. The Alliance, which includes the Boston Landmarks Commission, the City Conservation League and 23 other groups, went on record as "totally opposed" to locating the building in the adult entertainment district ("combat zone"). The BPA says that putting the building in the Combat Zone there would be inconsistent with past recommendations by the BRA.

Although the BRA's Memmelo denies having ever said that the authority favored one site over another, ("Our job is to come up with a number of sites as they relate to overall planning"), other BRA staffers are privately admitting that the combat zone is now out, thanks to the stimulus already provided by the planned Tufts Nutrition Center, Lafayette Place, and the State Transportation Building.

The BPA has a strong ally in its push to make the O'Neill building a triumph of preservation over new construction. The Federal government is more strongly bound than ever to consider preservation demands before it builds anything these

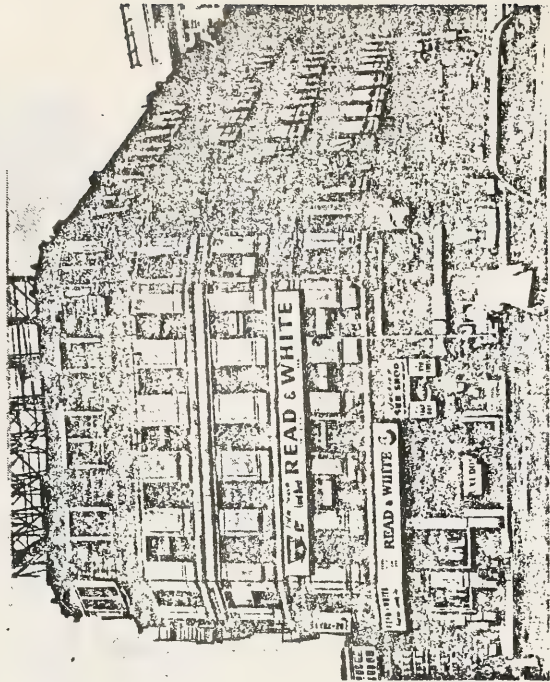
days. First there is the Public Buildings Cooperative Use Act, which requires the General Services Administration (GSA) to make direct use of historically or architecturally significant buildings if they can.

— The GSA is now bound to hire a "conservator", which will inevitably delay the O'Neill building further. Originally, GSA regional administrator Lawrence Bretta had until Feb. 21 to establish a site and pick the architect-engineer. Now, he must first hire the conservator (one who will search for historically significant sites) and that will take four to six weeks.

— GSA head Jay Solomon spent a three-day marathon last week with preservationists, hearing their ideas. Among those present: Roger P. Lang, a member of the Boston Landmarks Commission and the Boston Preservation Alliance.

The BPA says that a high-rise, which they figure is necessary to accommodate 2,505 people from 18 Federal agencies, would destroy the architectural character of the block in the combat zone under scrutiny: the area bounded by Washington, Boylston, Tremont and Stuart streets. The BPA prefers to call the area a "theatre district", and claims that the building would create a second "government center" which is not in keeping with the "ambience" of that district.

The BPA proposes instead the Church Green area, which involves the triangular block between Summer, Kingston and Bedford streets. The five-story building which comprises 83-113 Summer Street is described by BPA member Roger Webb as "built in the late 1890's, one of the better French Second Empire



The Church Green Building (photo by Leslie Larson)

examples, with a mansard roof like Old City Hall."

Further, the group contends that the visual character of the area can stand an "intrusion" of a new tower.

"The presence of other high-rise buildings has already compromised the original homogeneity in the scale of buildings in the area."

In the same month Memmelo's re-

marks were quoted in the Ledger, 111 Summer St. was a victim of a four alarm fire which started on the fifth floor, and was contained there. According to Fire Department spokesmen, the blaze did \$100,000 damage. The building is reportedly vacant except for two tenants on the ground floor.

Although the Feds don't pay taxes, Continued on page 14



# ★Tiping

Continued from page 2

Boston will probably prefer the GSA to the current owner of the property. Formerly registered under Roslyn (now Milton) Goodman of Milton, the property is behind about \$85,842 in taxes, according to City Hall records. In arrears since at least 1973, 101-103 and 103-111 Summer was 'liened on' by the city in 1971, and foreclosed on in November of last year. The city will become owner once the matter is brought before land court. The properties are assessed at about \$240,000.

As if he didn't have enough troubles, Goodman will be brought before the housing court for violations of the state building code, according to David Hegarty, attorney for the building department. The roof and a sign on the roof are still damaged due to the fire. Hegarty said.

Webb admits that the building is in a "pretty bad state" as a result of the fire and water damage. But he adds that adaptive re-use generally involves a thorough inside refurbishing. "With the Old City Hall and the Sears Crescent, they renovated the plumbing, the mechanical system, heating, cooling, carpeting, elevators — did a complete rehab."

Henry Lodge of the Stuart Street Assn. agrees with the general thrust of the BPA's recommendations. "It would be too bad to have the theatre district be too 9-105, with the state transportation building, Tufts, and so on. I think the vehicular access is lousy there, too."

William J. Fitzgerald, of the Fitzgerald Investment Trust, disagrees with the BPA's proposal. Fitzgerald owns the Liberty Tree building on the corner of Boylston and Washington streets, which the City Conservation League attempted, and failed, to designate as a landmark.

"I don't think the building should go there (in Church Green), says Fitzgerald. "I don't think the area of land is large enough, or that there's enough open space around it. My personal preference would be to have that a 100 percent shopping area: at one point Sears and Roebuck wanted to come in there under the Collins administration." Fitzgerald thinks that the Washington-Boylston area would indeed be consistent with the city's planning policies: "You've got a transportation building, the Copley Square development, Prudential, Hancock, Lafayette Place, new Federal building — all tied in."

Architect Neil St. John Raymond, who may have made the terms 'adaptive reuse' famous with his famed Herald Place development, favors the theme, if not the choices of the BPA. "Church Green is quite a nice building. Although I find myself at a little bit of a juncture when it comes to preservation or re-use — I don't think you should preserve just for preservation's sake."

"I think there are several other inter-sections which could be considered. We should be able to leap over the expressway — look at the Federal Reserve building. I'm sold on the wharf area out towards the Army base — you've got that lovely promenade out on the ocean. You don't have to worry about displacement of economic or ethnic groups. I think there's enough going on in the theatre district that the Fed building there could be redundant."

The BPA did consider six sites in its study — it is not wedded to Church Green. The only other parcels which were even tacitly favored, though, were in the North Station area, as long as selection involved rehabbing existing buildings in the "Bullfinch triangle" bounded by Causeway and Merrimac streets. The BPA did not favor the Custom House district, opening, as with the combat zone's "hinge block," that the visual impact of a tower would not enhance the district.



The GSA may wind up building in a site completely different from any of those already proposed, and the O'Neill building may, after all, be all new construction. The public is invited to air their views at a hearing in Faneuil Hall Wednesday, Jan. 31 at 7 p.m.



## BOMA Rethinks Stand on New Federal Building Site

The Building Owners and Managers Association (BOMA) of the Greater Boston Real Estate Board is going to "rethink" its initial support of a Combat Zone location for the new federal office building to be constructed in downtown Boston.

BOMA's Board of Directors voted last fall to support a site in the so-called "Hinge Block" bounded by Washington, Stuart, Tremont and Boylston Street. But since that time, explained BOMA President Richard Reynolds, there have been sufficient questions raised about the viability of that site, and enough new alternatives proposed, that a review seemed in order.

A major factor in BOMA's decision to take another look at its recommendation was a report prepared by the Boston Preservation Alliance, a coalition of representatives from 25 preservation and historical organizations in the city, which came down strongly against the Hinge Block site, and in favor of a location at Church Green, a few blocks away, at Summer and Bedford Streets.

In that report, the Alliance argued that locating the federal building in the Combat Zone would be "an inappropriate way to strengthen the area," and inconsistent with Mayor Kevin White's announced plans to create a revitalized theater district.

"A new Government Center" in the middle of the proposed new theater district, the Alliance said, would detract from the area's ambience.

Church Green on the other hand, would be an appropriate location for an office building, the Alliance said, and would encourage private investment in adjacent areas. The site would also utilize existing buildings of historical and architectural merit to the City, in keeping with the provisions of the Public Buildings Cooperative Use Act, which requires the GSA "to acquire and utilize space in suitable buildings of historic, architectural or cultural significance" unless they are proven to be "infeasible."

Although its clear preference is for the Church Green site, the Alliance cited a few other alternatives worth

considering if Church Green cannot be utilized. One is the Custom House District, a site the report said would be feasible, but only if the current plans for the building are scaled down.

Also worth considering in the Alliance's view, is the North Station area, where the group sees an opportunity for a program centered on the Bullfinch Triangle, bounded by Causeway and Merrimac Streets and the MBTA line behind Central Street.

These are among the alternatives members of BOMA's executive committee will be considering next week, when they try to reach a consensus on which of the sites, if any, the organization should endorse. The fact that they are reconsidering the Combat Zone site does not necessarily imply that they will decide to change their initial decision Mr. Reynolds emphasized.

The BOMA president is also aware that reconsideration will not be made any easier by the divergent and strongly held views that exist within the Greater Boston Board, and even within BOMA's executive committee.

Bertram Druker, for example, who has considerable development interests bordering on the Combat Zone strongly favors the Hinge Block location originally supported by BOMA. "This whole area could come back to life," he explained. More importantly, in his view, the federal office building is essential to cement plans for the Lafayette Place development on Washington Street.

John Ryan of Ryan & Elliott agrees that the office building represents "an opportunity that shouldn't be missed to do a great deal for an important area."

But Jerome Rappaport, of Charles River Park Associates, is pushing equally hard for

a North Station site--a position that generally believed to be related to reports that he is on the verge of announcing a new development project in that area. (Mr. Rappaport was out of town and could not be reached for comment.)

Also on the BOMA executive committee is Roger Webb, a principal in Architectural Heritage Foundation, (one of the group represented in the Preservation Alliance and a primary proponent of the Church Green site.

According to Mr. Webb, locating the federal building at Church Green "will do just as much to secure Lafayette Place as the Combat Zone location, and will be more appropriate for the Summer Street area. Arguments that there isn't enough land at Church Green to accommodate the proposed \$74 million high rise office tower ignore the fact that there is land behind the buildings, and an adjacent lot now occupied by an outmoded city parking garage, is said.

Also high on the list of arguments against the Combat Zone site, Mr. Webb said, is the concern of residents of the nearby Chinese community that major office building construction (most agree the Federal building will represent just the beginning) will encroach on their neighborhood.

The Church Green location, the Alliance report notes, has the additional advantage of providing an opportunity to salvage a set of buildings about which preservationists are becoming increasingly concerned. The buildings have begun to deteriorate badly as a result of fire, water and weather damage, and general neglect by owners who have not been clearly identified.

Because of that concern, the Architectural Conservation Trust for Massachusetts (ACT), is now discussing the possibility of committing the funds necessary to secure the Church Green buildings, to make sure that they are available and usable if the General Services Administration, which will make the final decision, selects that site. The Trust oversees a revolving state fund that could be used to purchase the buildings, Mr. Webb explained.

As part of that approach, B&T has learned, BRA officials are now considering the use of expedited foreclosure proceedings on the Church Green buildings the GSA cannot immediately obtain. Primary concern centers around the corner building, ownership of which remains cloudy, largely because the back tax burden is said to be substantial. The idea, explained Roger Lang, a member of the preservation Alliance, is that while the city is working through the legal and financial problems involved, ACT could commit funds to secure the building, and, in Mr. Lang's words, "work out a bridge between the present custody, which clearly is not acceptable, to eventual GSA custody." If the GSA rejects the Church Green site, Mr. Lang said, there is always the possibility of a Landmarks designation. But so far, his advice to the Landmarks Commission has been that it would be "inappropriate" to designate any of the buildings while they are under review by the GSA.

In the meantime, the GSA, with the

assistance of the Preservation Alliance, is reviewing a list of approximately 15 locations that were recommended at a recent public hearing on the federal building plans. That list includes sites suggested by the Alliance, and about 9 sites the Boston Redevelopment Authority (BRA) has said would be acceptable, but only two locations proposed by a private developer—600 Washington Street and the old Sheraton Building on Atlantic Avenue—both of which were suggested by Meredith & Grew.

According to Beverly James, Director of Operational Planning for the Regional Office of the GSA, the agency has almost completed its initial review, which will result in a reduction of the current list from 15 sites to about seven or eight. Ms. James said she could not make that reduced list public last week because the staff was "still on the fence" on a couple of locations. GSA officials will meet again later this week with Alliance officials, and subsequently, they will go over the smaller list with Mayor White.

Based on those discussions and on input from other sources, the regional GSA office will prepare a final list of at most four alternative sites, to be forwarded by April 1 to GSA Administrator Jay Solomon, who will make the final decision. Mr. Solomon has been under fire recently, however, and there have been persistent rumors that he is either on his way out or about to be pushed in that direction. What effect, if any, his departure would have on the Boston plans is unclear.

Mayor White, meanwhile, has not yet expressed a preference for any of the sites under discussion, although one of his press spokesmen said last week that he would make his wishes known to the GSA some time in the next ten days. Thus far, the city's only formal position has been that expressed by BRA Director Robert Ryan at

the GSA's public hearing, where he said, essentially, that the city wanted the building to be located where it would be of most benefit to the downtown.

BOMA's executive committee has invited Mr. Ryan to attend their meeting next week. Mr. Reynolds said, "to see if there is any coloration to that non-favoritism."

Mr. Reynolds recognizes that the positions taken by some Boston Board members for and against various sites are based at least in part on "personal interest." Nonetheless, he said, in reviewing its own position on the federal building location, BOMA "will try to act on the basis of what is good for the city."

Roger Lang, vice chairman of the Boston Landmarks Commission, and a member of the Preservation Alliance, says he doesn't think that Mr. Solomon's departure, if it occurs, would significantly delay the project. "But it might have a lot to do with the quality of the site selection," Mr. Solomon is personally committed to reusing existing buildings where possible, Mr. Lang observed. If he is out of the picture, the GSA officials responsible for the decision might not necessarily demonstrate the same inclination.

That is a major reason the Preservation Alliance has been working as closely as it has with the GSA. Mr. Lang explained, "We've tried to show them, especially in the Church Green site, that preservation can be a component and still allow the GSA to build a relatively economic and straightforward office building."

Although he would not state his personal preference prior to next week's meeting, Mr. Reynolds did say he feels strongly that the organization should rethink the Combat Zone site, which, he acknowledged, "is not the leading candidate in my mind, although I wouldn't rule it out."

In the last analysis, however, Mr. Reynolds noted, the differences between the "reasonably acceptable" alternative sites are "very slight, and very personal." Everyone agrees on the important point, which is that the building should be located downtown, he added, noting that at least among the major sites under consideration, "It really doesn't matter where they put it."

The city's cynics, and there are quite a few of them, suggest that it is probably just as well that Mr. Reynolds feels that way, since neither he, nor BOMA nor anyone else involved in the debate over the federal building site is actually going to have much to say about the final decision. In fact, these cynics suggest, their influence will be about as significant as was the BRA's design review process in the selection of a site for the Waterfront Hotel. In the case of the Waterfront, it was the Mayor who made the decision. With the federal building, it is

said, the decision will be made by the Speaker of the House, Massachusetts Representative Thomas (Tip) O'Neill.

"If O'Neill wants the building in the middle of the Boston Common, that's where it will be," seems to be the general consensus of opinion.

But the GSA's Ms. James, who has heard that criticism since discussions on the building first began insists that the Agency is following its established procedures, and will make a decision in accordance with its regulations.

Mr. Webb is one of the few involved in the site selection process who believes that to be the case. "The vibrations we get suggest that neither Mayor White nor Speaker O'Neill has a strong preference," he indicated.

Mr. Reynolds, however, said that he personally "would not be inclined to go against the tide of opinion" which holds that the final decision on the federal building site will be made someplace other than at the GSA. At the same time, Mr. Reynolds said, as President of BOMA, he feels strongly that on an issue as important as this, the Realtors organization should take a stand and should have some impact on the final decision. Whether or not that will be the case "in the real world," he added, is a different question. "But as an organization, I think it is appropriate for us to comment."

by Nena Groskind



# GSA to choose Hub building site from 3 locations

By Anthony J. Yudis  
Globe Staff

The Boston regional General Services Administration has narrowed its search for a \$75 million Boston office building site to three downtown blocks including one overlooking the Boston Common along Tremont street.

Regional GSA Administrator Lawrence Bretta is scheduled to meet this afternoon in Washington, D.C. with Federal GSA Administrator Jay Solomon who presumably will make the final decision on a site.

About 20 sites had been recommended to GSA by local officials, real estate owners, preservation groups and the Greater Boston Chamber of Commerce.

The sites, it was learned from real estate sources within the city are:

—The block bounded by Tremont, Boylston, Avery and Washington streets.

—The block bounded on the other side of Washington street, between Essex street and Hayward Place, the so-called 600 Washington street block, a property formerly owned by the late Maurice Gordon estate and now owned by Arab interests. The property abuts the proposed Lafayette Place retail-garage-office development now under design.

—The Church Green area along Summer street and Kingston street which would combine building preservation with new construction.

Bretta confirmed that he will recommend three sites to Washington officials today. But he would not identify them.

"I would rather not name them until they are presented to Mr. Solomon," he said.

However several persons who had taken part

in the discussions with the GSA officials voiced their personal opinion that the Federal people were leaning toward the Tremont street-Boylston-Avery street block.

The new building would skirt the existing Masonic Temple building at the corner of Tremont and Boylston street. There was no indication, from what GSA showed the local people what would happen to the Astor Theater which has been turned into a so-called juice bar.

It was suggested however by GSA to groups with whom they conferred that the Hotel Avery would have to come down.

But Bretta said his staff still needed additional data.

"We have to do a cost analysis on each site," he said, "and soil analysis."

What form and height the building takes depends on the results of further study, he said.

Boston Mayor Kevin A. White has recommended to the GSA that the North Station area be considered but sources close to the mayor indicated that he is not working too hard to push for the site. It is known that GSA is not interested because of the long time period that would be involved in building in that area.

Bretta said the mayor "has asked us to look at the North Station one more time. We promised him that we would."

However, Boston real estate interests felt GSA would not give it any serious consideration.

One member of the Friends of the Public Garden said that if the site overlooking the Common is chosen, his organization would go to court to block it.

He said the GSA would be using the parks as an "anchor" for its building in a period when GSA policy talks about using new federal construction as anchors to revitalize deteriorating areas.

The BRA had recommended nine sites to GSA and director Robert Ryan said the Tremont-Avery site was among them, but not as extensive as the site delineated by GSA.

Asked if all three sites were acceptable, Ryan said he couldn't respond "since we have some concerns about massing and height and some questions as to what effect it would have on the theater district."

"It's too premature to make any conclusions. We would hope that they (GSA) would go over the sites with us when they return from Washington and show us how they arrived at their decision."

# Three sites left for GSA building

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—ANTHONY J. YUDIS

# Tradesman

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An Office on the Common?

## Departing GSA Head to Select Gov't. Building Site This Week

The resignation of GSA Administrator Jay Solomon, expected for months and finally announced last week, probably will delay the decision on a site for the new federal office building planned for downtown Boston.

A spokesman for the GSA in Washington told *B&T* last week that Mr. Solomon "wants to make the decision" before he departs March 31, which means that he will have to act before the end of this week.

The Regional Office of the GSA has completed its preliminary review process, and has selected three possible sites from a list that at one time included 16 alternatives. The next step is an on-site inspection of those sites by the Acting Commissioner of Public Building Services, Dennis Keilman, scheduled for earlier this week after which Mr. Keilman will make his recommendation to Mr. Solomon. In addition, Regional GSA Administrator Lawrence Bretta has ranked the area office's three finalists according to his preference, and will present his own recommendation to the outgoing GSA head, in a meeting in Washington scheduled for today.

Although GSA officials here would not identify the sites included in the final list, a spokesman for the Washington office confirmed persistent rumors that the finalists include: the 609 block of Washington Street; the Church Green site, on Summer Street between Washington Street and South Station; and an area bounded by Washington, Avery, Boylston and Tremont Streets, with the building fronting on the Boston Common.

Preservation groups, which have been working closely with the GSA staff here, strongly favor the Church Green location, because they think it offers the best opportunity for incorporating a reuse component into the building plans.

Board officials said that although that position was favored by a large majority, there was also "considerable sentiment" among Board members in favor of a North Station location. Jerome Rappaport of Charles River Park Associates was among the most outspoken proponents of North Station, which was also favored by Boston Mayor Kevin White. But with the exception of one mildly worded public statement expressing his preference for that site, the Mayor has remained silent on the issue.

although he has been consulted by regional GSA officials.

Those who have been following GSA's deliberations from the beginning have concluded that the agency is leaning strongly toward the Boston Common location, clearly the most prestigious of the three alternatives, and also the one likely to arouse the most public opposition.

Among the opponents, who include groups such as the Friends of the Public Garden and the City Conservation League, is Helen Rees, the Mayor's Cultural Affairs Secretary, who has been coordinating the planning for the resurrection of the theater district.

According to Ms. Rees, locating the federal building on Tremont Street, at what is viewed as the "cornerstone" of the new theater district, would be "terrible." Apart from the question of how the building would or would not be integrated into the theater district plans, Ms. Rees said, there is the

*continued on page 15*

## Gov't. Building Site

*continued from page 1*

more basic question of scale, and how the one million square foot building will relate to the other buildings in the area. "It would destroy the Common," Ms. Rees insisted in an interview last week.

The 600 block of Washington Street would not be "ideal," she added, but it would certainly be preferable, to Tremont Street, and it has the advantage of potentially speeding other development in that area related to the theater district plans.

Equally concerned about a federal office building overlooking the Common is Siella Trafford, a member of the Friends of the Public Garden and of the Citizens' Advisory Committee to Park Plaza, who feels that Church Green would be "more suitable by far." The Tremont Street site, she said, would be "the least suitable for the three. It would plunk down a huge building in the middle of an area that already has enough competing forces," and would interfere with "more exciting" plans for the theater district.

Unlike the other sites under consideration, Ms. Trafford said, Tremont Street "does not need an economic lift. It is about the most desirable site in the city and will make it on its own. It doesn't need the federal building."

Boston planning officials, however, are not nearly as disturbed as Ms. Trafford about the prospect of an office building at the corner of Boylston and Tremont. According to BRA Director Robert Ryan, "any sizable building in that area would have an impact," but it is impossible to assess what that impact will be without seeing specific plans for the building.

Mr. Ryan also indicated, through an agency spokesman, that he "hopes whatever is done will be compatible" with the theater district planning. But he emphasized that he is not opposed to the concept of an office building on the Tremont Street site.

It has generally been assumed that the determining factor in the final site selection will be where House Speaker Thomas (Tip) O'Neill wants the building to be located. (Mr. O'Neill was instrumental in gaining Congressional approval and funding for the building, which, it is expected, will be

named after him.)

When the office on the Common proposal seemed to appear out of nowhere late in the GSA's deliberations, it was assumed that Mr. O'Neill's will had become known. ("A fitting place for a monument," according to one observer.) More recent rumors, however, have suggested that he prefers the 600 block of Washington Street. Publicly, the Speaker has expressed no preference at all, and a member of his staff insisted last week that he has not expressed any private wishes either. "It is strictly a matter for the GSA to decide, and we're staying completely out of it," according to this spokesman, who said that, to his knowledge, Mr. O'Neill has not discussed the matter with GSA officials in either the Washington or the Boston office.

Joe Lawless, a spokesman for the GSA's Regional Office echoed that denial, when asked if the Speaker has expressed his views to Mr. Bretta. "I just don't think he would," Mr. Lawless said.

A spokesman for the GSA in Washington, however, who asked not to be identified, said he would be "surprised" if Mr. O'Neill had not contacted Mr. Bretta, not only because of the Speaker's obvious interest in the building, but also because of his long-standing friendship with the Regional Administrator.

Whether or not Mr. O'Neill is actually taking an active part in the decision, the general public perception is that the building will go wherever he points, and as a result, the House Speaker can expect to receive a lot of mail on the subject. Asked what those who are concerned about the Tremont Street location can do about it, Ms. Trafford responded matter of factly, "Tell Tip O'Neill. It's his building."

Roger Lang, the vice chairman of the Boston Landmarks Commission and that group's representative on the Preservation Alliance, suggested a somewhat more direct approach. Given the level of concern about the Tremont site, he said, "It seems clear that if that is the final decision,

litigation is a virtual certainty."

According to Mr. Lang, indications that the GSA is now favoring the "prestigious" site over alternatives that would emerge from a more "rational" selection process, indicate "an eleventh hour set of weak knees" by the agency, and some "high level interference" by individuals who are not sensitive to the planning issues involved.

"Whether a final decision can be made [by Mr. Solomon] and made to stick without being subject to review and revision by his successor or successors," Mr. Lang added, "is not clear to me. But I hope we can get the selection process behind us, and get on to the business of how to create a nice building for Boston."



## US shouldn't erect new Boston building

The Globe reported April 13 that the General Services Administration recommends construction of a 25-story, 961,000-square-foot federal office building in Boston within the next few years. The purpose of this proposed construction is to consolidate federal agencies from 15 locations into one. The GSA estimates that Boston will gain 2500 construction jobs over a three-year period from the proposed skyscraper.

At first glance this sounds like good news, foretelling new jobs and an ever-growing federal consumer of Boston's office space and related services. However, the GSA estimates that the new federal building will pull the federal agencies out of 565,000 square feet of space in the Boston area in 18 existing buildings, depriving those older buildings of \$4.4 million of annual income and Boston of more than \$1 million of annual real estate taxes if other tenants cannot be found. The proposed new federal office building will pay no taxes to the city.

Secondly, the GSA estimates that it will cost \$75 million to construct the new 961,000-square-foot skyscraper, which averages out to \$78 per square

foot. That cost is exorbitant when compared to normal construction cost of new low-rise office buildings at \$40 to \$60 per square foot, or rehabilitated older office space at \$35 to \$55 per square foot.

Finally, we should know that rehabilitation construction is more labor intensive than new construction; that is, rehabilitation requires proportionately more labor and less materials per square foot than new construction. Therefore, we can conclude that if the federal government can create 2500 new jobs over a three-year period by constructing a 961,000-square foot skyscraper, the federal government could create perhaps 4000 new jobs if it chose to rehabilitate old buildings in Boston.

The GSA was recently mandated by Congress to first consider re-using existing old buildings before proposing new construction of federal office space, but evidently the GSA has disregarded this directive.

ROGER S. WEBB

President

Architectural Heritage Foundation  
Boston



# The Boston Globe

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## The best site for a federal building

House Speaker Thomas P. (Tip) O'Neill is a modest man unaffected by the government's plans to build a king-sized federal building in downtown Boston and name it in his honor. O'Neill helped steer the \$75 million appropriation for the building through the Congress not because he needed a monument but because Boston needed jobs, the stimulation of fresh federal investment and a new federal complex large enough to gather together related agencies now scattered over the landscape in inconvenient, inadequate and expensive rented facilities.

But O'Neill's modesty would be misplaced if it keeps him from getting involved in the project and helping assure that the final product reflects the best possible design applied to the most sensible site. No one is in better position than the Speaker to look over the shoulders of the General Services Administration, the building's planners, and see that it avoids some obvious pitfalls.

The most obvious would be a decision to place a massive new federal building at the edge of The Common at Tremont street. That would turn the clock back to the raucous days of the early Park Plaza proposals. No one wants that, nor does anyone want the carping bound to occur should the builders sacrifice scale, clear land needlessly, or impair the city's development opportunities for the government's convenience or to pinch a few pennies.

So far, the GSA seems sensitive to the dangers, and its Boston regional officials seem to have an open mind as they go through the preliminary steps of finding a site. At the moment, they have three sites under consideration — Tremont street, Washington street at the edge of Chinatown and adjacent to Lafayette Place, and a location on Summer street behind Jordan Marsh at Church Green.

City officials are urging the GSA to consider also the area near North Station, a suggestion that could tie in with city efforts to redevelop Boston Garden and its environs.

But the site selection process is not a simple one. The government has a limited amount it can spend and it has minimum needs to meet if it is to provide office space roughly comparable to that already contained in the John F. Kennedy building at Government Center. While GSA is willing to consider ideas such as incorporating existing buildings into a new federal office complex, it has to weigh the cost of remodeling against the cost of new construction. It must also consider federal regulations that stipulate standards for safety and ventilation and access for the handicapped — standards that older buildings rarely meet.

Needed is adequate space, conveniently located near subway stops and parking places and within walking distance of the city's other federal facilities, including the JFK building, and the Court House and Post Office. It should be built on land where soil conditions are favorable, where no historic sites are threatened or disturbed, and where a reasonable construction schedule can be maintained.

The perfect site doesn't exist in the central business district where, by executive order, the new building must be placed. But some sites are better than others, and one site is the best of all. Finding it will require patience, compromise, sagacity and a willingness to hear other points of view. Finding it will require the services of Tip O'Neill.

# Legal Notices

NOTICE OF PUBLIC HEARING  
ON THE PROPOSED BOSTON  
FEDERAL OFFICE BUILDING  
AND AVAILABILITY  
OF ADDITIONAL  
ENVIRONMENTAL DATA

A Draft Environmental Impact Statement (DEIS) was prepared by the General Services Administration (GSA) in accordance with Section 101(2)(C) of the National Environmental Policy Act pertaining to the proposed construction of a new Federal Office Building in Boston, Massachusetts. A copy of the availability of the DEIS was published in the Federal Register on April 11, 1978. A copy of the DEIS was distributed to appropriate Federal, State and local agencies and other interested individuals for review and comment. Additional Environmental Data which has been developed since the publication of the DEIS and which focuses on three potential sites within the established delineated area addressed in the DEIS is available for public review, and for the purpose of receiving comments on that information as well as that contained in the DEIS, the DEIS commenting period is extended to July 10, 1979 and a public hearing is scheduled for June 26, 1979 at 7:00 p.m. at Faneuil Hall, Boston. In the event it becomes necessary to conclude the hearing before a registered speaker has been heard, the hearing will resume the following evening, June 27, 1979 at 7:00 p.m. at Faneuil Hall. A verbatim transcript of the hearing will be made and included in the Final Environmental Impact Statement (FEIS), and all substantive comments received within the extended commenting period will receive response in the FEIS. The three potential sites on which the Additional Environmental Data has been developed are Site A, bounded by Washington and Essex Streets, Northolk Place and Hammon Avenue; Site B, bounded by Tremont, Bowdoin, Washington and Avery Streets, but excluding the Masonic Temple at Tremont and Bowdoin Streets; and Site C, bounded by Summer, Kingston, Essex and Lincoln Streets. (No order of preference intended.) Interested parties desiring to present oral comments at the hearing are requested to register and may do so either at the hearing prior to commencement of the proceedings or by preregistration with Mr. Beverly James, General Services Administration, Operational Planning, P.B.S. - Rm. 724, John W. McCormack Post Office and Courthouse, Boston, Massachusetts 02109, Telephone (617) 223-2707. A limit of one spokesman for each group is requested. Speakers will be heard in order of registration and will be asked to limit their comments to five minutes. Comments may be extended orally after all registered speakers have been heard or may be extended in writing either through submission to the Hearing Office, at the conclusion of the hearing or by mail addressed to Mr. Beverly James at the foregoing address. Comments not received within the extended commenting period ending July 10, 1979 will not receive response in the FEIS. The DEIS and Additional Environmental Data are available to anyone desiring copies and may be obtained at the following locations during normal business hours: General Services Administration, Business Service Center, John W. McCormack Post Office and Courthouse, Boston, Massachusetts 02109; Boston Public Library (Main Library), 666 Bowdoin Street (Copley Square), Boston, Massachusetts 02116.

Jan. 3

NOTICE OF PUBLIC HEARING ON THE PROPOSED BOSTON FEDERAL OFFICE BUILDING AND POSSIBILITY OF ADDITIONAL ENVIRONMENTAL DATA ACQUISITION. The first part of the notice was prepared by the General Services Administration (GSA) in accordance with Section 102(f)(2) of the National Environmental Policy Act pertaining to the proposed construction of a new Federal Office Building in Boston, Massachusetts. Notice of the availability of the DEIS was published in the Federal Register on April 14, 1978 and copies of the DEIS were distributed to appropriate Federal, State and local agencies and other interested individuals for review and comment. Additional Environmental Data which has been developed since the publication of the DEIS and which focuses on three potential sites with the established detailed area discussed in the DEIS is available for public review and for the purpose of receiving comments on that information as well as that contained in the DEIS. The DEIS commenting period is extended to July 10, 1979 and a public hearing is scheduled for June 26, 1979 at 7:00 p.m. at Faneuil Hall, Boston. In the event it becomes necessary to conclude the hearing before all registered speakers have been heard, the hearing will resume the following evening, June 27, 1979 at 7:00 p.m. at Faneuil Hall. A verbatim transcript of the hearing will be made and included in the Final Environmental Impact Statement (FEIS) and all substantive comments received within the extended commenting period will receive response in the FEIS. The three potential sites on which the Additional Environmental Data has been developed are Site A bounded by Washington and Essex Streets, Norfolk Place and Harrison Avenue, Site K bounded by Tremont, Boylston, Washington and Avery Streets but excluding the Masonic Temple at Tremont and Evelyn Streets and Site L bounded by Summer, Kingston, Essex and Lincoln Streets. (No order of preference intended.) Interested parties desiring to present oral comments at the hearing are requested to register and may do so either at the hearing prior to commencement of the proceedings or by pre-registration with Ms. Beverly James, General Services Administration, Operational Planning, PBS Rm. 724 John W. McCormack Post Office and Courthouse, Boston, Massachusetts 02109. Telephone (617) 223-2707. A limit of one spokesman for each group is requested. Speakers will be heard in order of registration and will be asked to limit their comments to five minutes. Comments may be extended orally after all registered speakers have been heard or may be extended in writing either through submissions to the Hearing Officer at the conclusion of the hearing or by mail addressed to Ms. Beverly James at the foregoing address. Comments not received within the extended commenting period ending July 10, 1979 will not receive response in the FEIS. The DEIS and Additional Environmental Data are available to anyone desiring copies and may be obtained at the following locations during normal business hours: General Services Administration, Business Service Center, John W. McCormack Post Office and Courthouse, Boston, Massachusetts 02109; Boston Public Library (Main Library) 666 Boylston Street (Carter Square), Boston.

# LEGAL NOTICES

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**NOTICE OF PUBLIC HEARING  
ON THE FINAL DRAFT BOSTON  
FEDERAL OFFICE BUILDING  
AND AVAILABILITY  
OF ADDITIONAL  
ENVIRONMENTAL DATA**

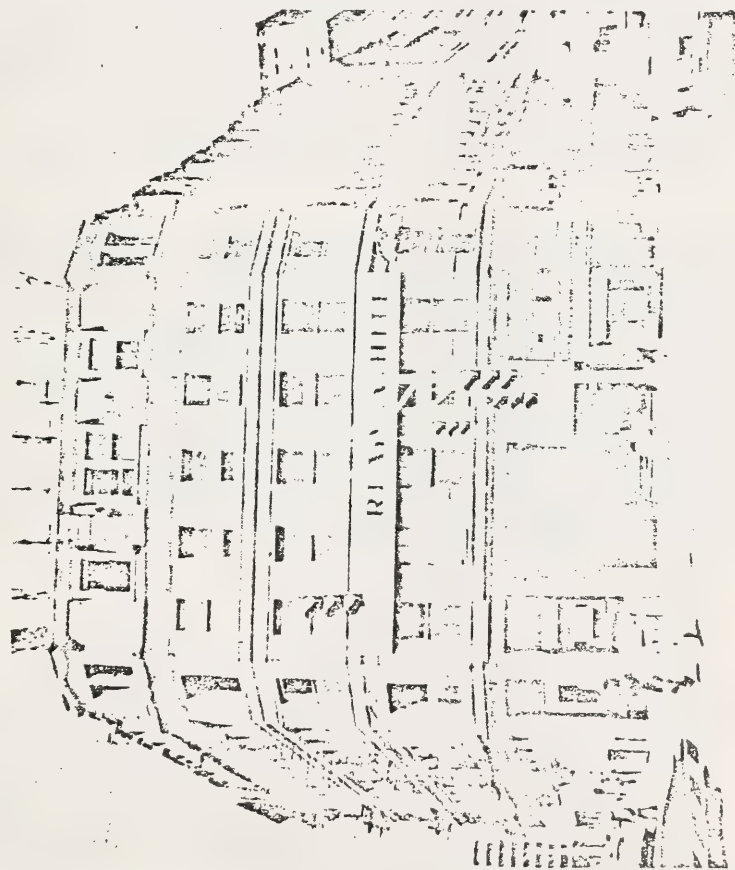
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Jan. 3, 5



### Hub GSA building opposed

Some 50 concerned citizens and representatives of Boston community groups met with officials of the federal General Services Administration (GSA) last night in Boston's Faneuil Hall to discuss proposed sites for a Boston office building for the GSA. The majority of the participants spoke against the three proposed sites, all of which are in the downtown area along Washington and Essex streets near the Combat Zone. Traffic problems, encroachment on area development plans, and problems with the overshadowing of Boston Common were some of the major objections raised against the proposed 481,678 sq. ft. building, which would provide office space for 2917 workers.



'When it comes to historic preservation, however, the GSA acknowledged that Church Green tips the balance over the Tremont-Washington site.'

# Federal Buildings looks for home -pages

The Boston Ledger

front page

# Fed building casts new shadow

By Jane White

The General Services Administration (GSA) is considering putting a new federal office building near the Boston Common, and neighborhood groups in the area are mustering to warn of dark shadows which could be cast over Boston's beloved landmark.

Unlike the Park Plaza developers, the Federal government is not bound by the recommendations of civic advisory committees, and fear was thick enough to cut with a knife at an Environmental Impact Statement public hearing June 26. The GSA, which had been considering 15 sites for the \$74 million high rise (the possibility of a 22-story building exists), announced that they had narrowed their options to three: Site K, bounded by Tremont, Boylston, Washington and Avery Streets near the theatre district; Site A, bounded by Washington, Essex and Harrison and Norfolk Place; and Site L, bounded by Summer, Kingston, Essex and Lincoln Streets.

Site K in particular met with stiff audience opposition.

Said Joan Wood, president of the Park Plaza Civic Advisory Committee: "This is the 'softest' real estate area in the district; property that's now \$20 a foot will go to \$50, which will have grave implications on neighboring tracts. It'll preclude housing, for one thing. It'll preclude a lot of small-scale theatre-type developments. In fact, it will bisect the theatre district."

Henry Lee was livid, particularly at the Boston Redevelopment authority (BRA). Speaking for the Friends of the Public Garden and Common, Lee was most annoyed that the BRA, which had previously backed a North Station site, did not testify one way or another. "Here

the BRA is sitting watching a building as big as the Prudential go up, saying nothing. I'd have been happier if they'd come out in favor of a site — at least I'd know where they stood."

Lee emphasized that his group is not taking a radical-preservationist stand on the developers' "people say, oh those tulip-planners..." he chuckled. "We think it should be built. But not there."

"It'll devastate the BRA's whole planning perspective for the lower Washington street area which is mixed retail and housing. The GSA claims that the Chinese community favors that site. Well, the Chinese-American Civic Association testified against it and Washington Street as well. (Site "A" bounded by Washington and Essex Streets). It runs against the plans that (architect) Benjamin Thompson has for the area; linking the Washington Street theatre district to Tremont Street."

Not surprisingly, Lee's supporters are concerned about the shadow problem, citing estimates which could put the building as high as 50 stories.

And Lee was not the most strident of the opponents. Robert Coard, director of the anti-poverty agency Action for Boston Community Development, implied that a lawsuit could be filed. ABCD is an almost-abbey to Site K, with offices at 150 Tremont. Said a legal spokesman for the agency: "We just want them to take into consideration height restriction and shadow problems, to be careful of denigrating the historical significance of the building. If it came to that, we may pursue the avenue of suing under the zoning issue."

For the uninitiated, the building is being built because the John F. Kennedy building, completed in 1966, can't contain all of the federal employees. They need

more than 600,000 square feet, including a 100,000 square foot parking garage, to serve 3,000 employees. They currently lease space in various buildings around town, which is inefficient and illegal. The Economy Acts of 1932 and '33 make it illegal for the government to lease space at an annual rental more than 15 percent of the Fair Market Value.

According to the Boston Landmarks Commission, the federal Public Buildings Cooperative Use Act requires the GSA to make direct use of historically or architecturally significant buildings if they can.

To that end, the GSA hired a "conservator," Building Conservation Technology (BCT) of Washington, D.C. on May 18. At that point the three sites had been selected for study and BCT was commissioned to study 27 structures on them to determine if they are eligible for the National Register of Historic Places status. Once the site is chosen, BCT will give a complete evaluation of the condition of the buildings, recommendations for re-use, designs for re-fill, etc. When the GSA hires the architect after the final site is selected about mid-December, that firm will determine the cost of restoration, if required.

According to BCT vice-president Mary Oehrlein, the GSA was in receipt of the recommendations on Monday of this week. Boston project manager Andrew Canzanelli says they should be open to public scrutiny some time next week.

In a statement released May 31 describing the three sites, the GSA seemed to be leaning towards "site A" near the Common. For one thing, site A, bounded by Washington, Essex, Harrison, and Norfolk Place, is said to be desired by the Chinese community for housing. In addition, the report says "the BPA

has indicated that Federal use of the Hayward Place parcel would create serious non-compliance problems for the City in its agreement with the Lafayette Place developer."

Site L, bounded by Summer, Kingston, Essex and Lincoln streets, is practically written off on page 18 of the report: "The use of site L for construction of the Federal office building would be in direct conflict with the city's plans for Lafayette Place, according to the BRA Director of Development." Although the report admits on page 119 that site L, or Church Green, is also "the location where high-rise construction would have the least effect on the architectural resources of the site."

Site K, on the other hand, is seen as serving "to link both the north and south portions of the Theatre District and the Park Plaza and Lafayette Place developments, and to catalyze further rehabilitation of the adult entertainment and lower Tremont Street areas." The report hints heavily that the BRA encouraged this parcel: "In fact, it was the BRA which offered site K to GSA for consideration," states the report.

The GSA dismisses the shadow problem out of hand. Assuming a maximum height of 155 feet on Tremont St and 190 on Boylston St., GSA shows that the maximum shadow footage on the common would be 2,575. — 1,000 feet shorter than the shadow which is already being projected by Tremont On The Common Complex.

— cont'd

When it comes to historic preservation, however, the GSA acknowledged that Church Green tips the balance over the Tremont-Washington site. On site K: "among the properties of greatest historical interest are those whose retention would most adversely affect site redevelopment." On the other hand, "The block bounded by Bedford, Columbia, Essex and Kingston streets appears to be the location where high-rise construction would have the least effect on the architectural resources of the site."

Despite the GSA's bend-over-backward objectivity on the question, the choices seem to be between the Church Green or theatre district sites. As each district line-up has a distinctly 'business' taint, an unfortunate constellation because many businesses are impatient with Combat Zone blight, and want to see the area cleaned up.

Although he didn't testify at the EIS hearing, Theatre District property owner William Fitzgerald was quoted in the Ledger last February as favoring that general location. "You've got a transportation building, the Copley Square development, Prudential, Hancock, Lafayette Place, new Federal building — all tied in... My personal preference would be to have (Church Green) a 100 percent shopping area." Word has it that Jordan Marsh and Filene's would prefer that location as well — within easy walking distance for lunchtime shopping.

Church Green is favored by the Civic Advisory Committee, state Rep. Barney Frank, and the Boston Preservation Alliance, a coalition of 25 preservation groups which includes the Boston Landmarks Commission.

*Boston Ledger*

*July 6-12, 1979*

*p. 5 - cont'd*



# Judges upset at cramped office quarters

By DAVID FARRELL



Within the next several weeks the 10 judges in the United States District Court in Massachusetts will sit down and select a new magistrate to serve with them. Nothing about the selection is unusual, even though the last time the judges convened (earlier this year) to pick a US magistrate, the selection process became embroiled in politics and an inferior choice was made by the six Kennedy appointees on the US District Court bench.

What is significant about the naming of the new magistrate is the difficulty in finding adequate quarters for him or her in the John W. McCormack federal building at Post Office Square.

The problem of locating all the new judges, magistrates, bankruptcy referees and the large retinue of law clerks and other court personnel who accompany them on the job has reached the crisis state at the 20-story building, which once was dominated by the Postal Service.

So poor are the space accommodations in the building that some of the federal judges have taken their complaints to Chief Justice Warren Burger of the US Supreme Court. The judges are very upset about the cramped conditions in which they are forced to work every day.

The immediate cause of the overcrowding is the recent addition of four new US District Court judges authorized by Congress last year. Prior to that, there were six full-time judges in the court: Chief Judge Andrew Caffrey and Judges W. Arthur Garrity, Joseph L. Tauro, Frank H. Friedman, Walter J. Stinner and A. David Marzani.

Judge Marzane actually was the first of Kennedy's recent additions to the bench. He succeeded Judge Frank J. Murray, who was appointed by the senator in the last decade following the furor over the short-lived nomination of Boston Municipal Court Judge Frank Morrissey to the federal bench. Judge Murray took senior status in 1978 and is now working regularly in that capacity.

The four new judges named by Kennedy earlier this year — Rya W. Zobel, John J. McNaught Jr., David S. Nelson and Robert E. Keeton — have been scattered about the McCormack building, some in temporary, makeshift quarters.

Judges Nelson and Keeton are on the third floor and are expected to be relocated to the fourth floor once the Post Office Dept. vacates its offices on the 3d, 4th and 5th floors late this year.

Since federal judges are more likely to be the targets of crackpots at odds with them for any number of reasons, their security is of paramount concern to government officials — and, of course, themselves. This is one of the many reasons why Judges Nelson and Keeton are not wild about the prospect of being berthed permanently on the lower part of the difficult-to-pole McCormack building.

Although the major reason for the piecemeal approach to the space problem at the building is the big increase in the number of judges and judicial personnel authorized for the overworked federal court system in Massachusetts, another contributing factor is the presence of the three retired judges who sit on a part-time basis with senior status.

Besides Judge Murray, the senior judges are former Chief Judge Charles E. Wyanski Jr. and Judge Anthony Julian A. All continue to maintain their offices and be accompanied of

office space they had prior to their transition to part-time status.

Each has his own lobby, and adjoining law library, a separate office for his law clerk and a reception room for his secretary.

While Judges Murray and Julian handle a substantial caseload, Judge Wyanski spends much of his time sitting in other federal jurisdictions throughout the country. The highly-regarded jurist has a comparatively small caseload here and this has provoked considerable grumbling among some of the judges who would like to take over Wyanski's suite on the 15th floor.

But the space taken up by retired senior judges who work on a part-time basis is only one aspect — and a minor one, at that — of the general space limitations under which the US District Court must function.

During the past two years the size of the federal judiciary in Massachusetts has almost doubled.

In addition to the four new District Court judges, there is one new bankruptcy judge, one new magistrate and a new United States Trustee in Bankruptcy, recently established by Congress to assume many of the administrative functions of the bankruptcy judges, or referees as they used to be called.

The new US Trustee — Atty. William Humphrey Tucker of Boston, Quincy and Chatham — has been forced to move into temporary office space across Post Office Square. Like the new magistrate and judges, Tucker will require substantial space once the new assistants authorized for the Trustee office are appointed.

Each of the four new Kennedy judges requires the usual four-office suite essential for the two law clerks and the secretary who work under each, and the law library and private job-

The current situation on the third floor of the McCormack building is a makeshift and cramped that the jury rooms are adjacent to the courtrooms and allow jurors temporarily recessed during certain court proceedings to hear what's going on in the courtrooms they were directed to vacate.

This will change next year when the Post Office Dept. completes its move to its new quarters at the South Postal building at South Station.

The federal judges, from Chief Judge Caffrey down to the most recent appointees, feel that they should eventually be berthed in the new federal building scheduled to be built somewhere in or adjacent to the Combat Zone during the next decade.

The new structure will at one of three locations, historical site and environmental impact considerations to be the decisive factor in the selection.

The first site is the old Civic Welfare building at 600 Washington St. the edge of the Combat Zone; the second is a block bounded by Washington, Avery, Tremont and Boylston streets, with only the Mason building on Tremont at Boylston to be spared; the third is on Summer street between Washington street and South Station.

Under the present plan of the General Services Administration in Washington, there is no provision to shift the judiciary to the new building. The federal courts remain at Post Office Square under current GSA plans and have to rely on the agency to the costly job of revamping the building, what the task of dispensing justice can be done fairly, efficiently and quickly.

David Farrell is a *Globe* political columnist.





# The Boston Globe



CITY EDITION

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## No. Station area facelift planned Revitalization would take 10-15 years to complete, cost taxpayer \$30-180m

Anthony J. Yuda  
Joe Saff

\$100 million, depending on the extent of public improvements, particularly in transportation, which Saldie terms the keys to successful revitalization.

Saldie, who was hired by the Boston Redevelopment Authority, recommended the following concepts for a 120-acre area starting at the Government Center garage, bounded by Washington and Merrimack streets and running to the Charles River.

— Construction of a major "public space" behind Boston Garden, which would serve as a passenger terminal. There would be retail and restaurant outlets along the sides of this new "city square" as Saldie called it.

— Behind this, construction of a series of parking garages along the ramps of the existing expressway, which would act as a buffer for the expressway running to Charlestown.

— On the other side of the expressway, construction of another buffer of parking garages to act as a shield for a layer of hotel and housing complex. New buildings would be built over existing railroad tracks.

The public cost could range from \$30 million to more than

— A canal-dredging program roughly up to and including a portion of existing Nashua street from a point near Leverett Circle. This dredging would continue back of North Station, after allocating sufficient space for the public square, parking and commercial housing elements, and allow the new housing, about 12,300 units, to have a waterfront location. (The canal on the north side of the city is in direct, sinking jeopardy.)

— Major new buildings, including a new transportation building (a built in Park Plaza).

— Elimination of the existing MBTA's Green Line overhead running from North Station to Lechmere and substituting the North Station area as the bus transfer point in place of Lechmere Station.

— With the removal of the overhead, construction of a trade mart or commercial block along the east side of Canal street.

— Long-range rehabilitation of the historic Bulfinch Triangle area which includes the north-south streets of Canal, Portland, Fried and North Washington.

— Elimination of existing Nashua and Billerica streets and older buildings along Lonsamey Way (formerly Lowell street, the other side of which serves as the boundary of the Charles River Park residential complex) to create new development sites along Causeway street.

— Widening of Lonsamey way to serve traffic in both directions and to replace the existing Federal Madison at Causeway and Nashua streets and creation thereby of a major new development site one that Saldie would like to see used by the federal General Services Administration for its new Boston federal building (However, the GSA now is eyeing two downtown Washington street sites and reportedly has eliminated North Station as the site).

What intrigued most is the invited guests was the "island" concept, which Saldie said would in effect, connect North Station on each side with the West End and North End residential

NORTH STATION, Page 89

# Multimillion dollar facelift planned for No. Station area

**NORTH STATION** continued from Page 1

consultants. However, Sadie warned that, unless the elevated Green Line to Lechmere could be removed, the area would not attract the potential \$400 million of private investment. Creation of the island and new waterfront vistas also would not be possible.

The cost of cutting the canal was estimated at \$14 million by Sadie. Another \$15 million would be needed to remove the Green Line overhead, he said. A long-term solution, costing \$50 million to extend the present Green Line to Lechmere by putting the line underground and under the river was mentioned as well.

Sadie also suggested future elimination of the expressway overhead and a

possible tunnel road under the river to take its place, but not much hope for this was voiced at the Parkman House show. The cost was estimated at over \$100 million.

White, who expressed enthusiasm for the plan, and his development director, Robert Ryan, said the Boston Redevelopment Authority would take steps to officially make the area an urban renewal project. This would give the BHA legal power to carry out the provisions of the Sadie plan, if all its recommendations are accepted and allow the BHA to coordinate development work.

Ryan said one of the things that makes the project feasible is that some 70 percent of the land is now vacant. But the

ownership is divided among several private entrepreneurs and public agencies, including the city, state, Department of Public Works, the MDC and the MBTA. And their cooperation would be sought, said Ryan.

The project got a surprising boost from Barry Locke, theatre transportation secretary, who said the group he and the planners had discussed the proposal with Governor Edward J. King.

"The concept is one which our admirers and supporters, I am pleased to give my unbridled support, knowing that the transportation element is the thing that will pull this project together," Locke said.

Asked about the Boston Garden itself,

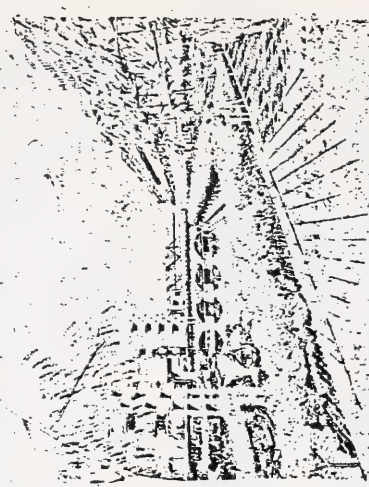
Mayor White said that rehabilitation "would be the most expeditious and wise thing to do." But he added that there were so many rumors (about the Celtics building their own arena) that one has to wait to see what happens between the two main actors (Boston Bruins and Celtics).

Ryan said later that, if the Garden owners are willing to commit \$12 to \$14 million for rehabilitation of the arena, the city would cooperate with the owners on an equitable tax agreement under the

121A limited-dividend tax law.

Sadie first gained international fame with his development of the "Isbiat" housing complex that became part of the Montreal Expo Worlds Fair in 1967.

He has since completed plans for housing communities in Baltimore, Montreal, Jerusalem and South America. When he took the Harvard Design School post he also opened his own architectural and planning office in the Fenelon Hall Marketplace.



Sketch shows proposed canal created by dredging land filled decades ago. View is towards Lechmere Bridge. New housing would be built along the canal, along North Street and behind North Station.

# In center ring: Boston's development

## Planning a change at North Station

By ALEX MacPHAIL  
Staff Writer

An ambitious \$700 million plan for the revitalization of the North Station and riverfront area was announced yesterday by Boston Mayor Kevin White.

As prepared by architect Moshe Safdie, director of the Urban Design Program at Harvard University, the three-phase development would take 15 years to complete and depend on a huge infusion of private, city, state and federal funds.

The plan calls for:

- Construction of a 350-room hotel.

- Removal of the elevated MBTA trolley tracks, relocation of Central Artery connecting ramps and widening of the main streets in the North Station area.

- Development of one million square feet of office space with an additional 200,000 square feet of retail space.

- Construction of 1,000 units of residential housing along a canal to be built from the Charles River.

- Improvements to the Canal Street Mall, already under way.

The plan does not include renovation of Boston Garden, where the announcement was made, but White said he "assumes" it will remain the home of the Bruins and Celtics, and is ready to support renovation of the structure by its owners.

However, Celtic Vice President Jeff Cohen says the team is actively seeking other quarters because the plans "don't leave space for a new building."

Cohen says the Garden isn't suitable and the Celtics must have a new building. He said the site would have to be within Metropolitan Boston and close to public transportation. (See story in sixth column about a new Celtics facility.)

Paul Mooney, owner of the Boston Garden Corporation, says he's impressed with the plan. He says he is preparing a proposal for the Boston Redevelopment Authority that could win the Garden the tax break it needs to help offset the \$12 to \$14 million needed to expand and renovate the present building.

As proposed, the development as a whole would require \$407 million in private funds, \$172 million in federal funds, \$97 million in state and \$28 million in city funds.

There are no funds at present committed to the plan, but once the area has been designated for development under a number of federal and state programs, the city could apply for grants to meet

the costs.

As for possible loss of the Garden and the Celtics to the North Station area and its affect on drawing people to the new shops and businesses, a BRA spokesman said the agency wasn't worried.

"The potential is such that the crowds would come even without the Garden, but naturally we'd like to have the Garden there," he said.

## Garden's fate tied to tower

By ALAN EISNER  
*Staff Writer*

Mayor Kevin White disclosed yesterday that he prefers construction of a new sports complex — one backed by city taxpayers — to renovation of the Boston Garden.

The mayor agreed, however, that the ultimate fate of the Garden is tied to his efforts to locate a \$75 million federal office building on Nashua street. The 21-story office tower could then replace the Garden as the "catalyst" for a \$700 million redevelopment of the entire North Station area.

White went to Washington yesterday to ask federal officials to consider the North Station as site for the office tower. He described his meeting with Admiral R.G. Freeman of the General Services Administration (GSA) as "cordial and productive."

"If we can build it (arena) ourselves, then I'd prefer to do it that way," said White in a telephone interview. "But I don't want a repeat of what happened last time."

The mayor said he was referring to his unsuccessful attempt in 1978 to gain financial backing from the state to build an \$18 million, 35,000-seat arena in South Boston. The plan was criticized as "a joke" by some members of the sports media.

This time, said White, he will consider constructing and operating the arena with city funds, which in turn would be repaid through ticket sales, concession rights and parking fees.

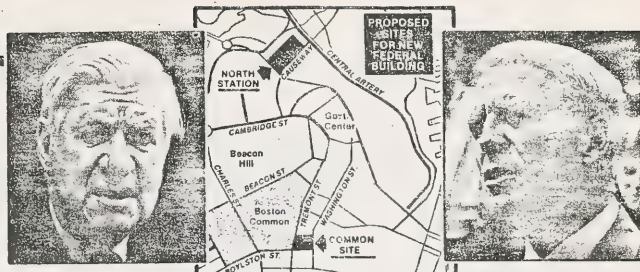
"I don't have to make a lot of money. I could even lose a little. I just want to make sure we don't take a real financial beating," White said.

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# Will 'Tip' top White in bid for building?

By Sara Terry  
Staff writer of The Christian Science Monitor



Speaker Thomas 'Tip' O'Neill (l.); Mayor Kevin H. White (r.)

Photos by Barth J. Fawcett, staff photographer

## Political tug-of-war: Where should the new federal building go?

**Boston**  
At first glance it seemed simple: Boston needs a new federal office building. Congress sets aside \$75 million for same, and federal bureaucrats scout around town for an appropriate site.

But in a city where politicking is a local pastime, few things are ever that easy.

In fact, is a quietly brewing battle which one city hall source describes as "the untold story of the year," about the only thing that has been determined is that Boston will have a new federal building, one that will be at least as tall as the 22-story John F. Kennedy towers at Government Center.

A year-long debate over where that building will be placed has escalated from behind-the-scenes political string-pulling to an all out tug of war between businessmen, politicians, bureaucrats, and neighborhood watchdog groups.

• Boston Mayor Kevin H. White wants the building constructed where the run-down North Station stands. He believes it will lure developers to join in his recently unveiled \$600 million redevelopment plan for the area.

• Downtown retail businessmen, influential men such as Jordan Marsh's William Tilburg, want it located — along with its 4,000 federal employees — within noontime walking distance of their stores.

• Neighborhood groups want it almost anywhere but overlooking the Boston Common, a site that most observers agree seems to be the federal government's current favorite.

• The regional office of the General Services Administration (GSA) — which has drawn heavy community fire as it considers more than a dozen potential sites — flatly denies that the selection process is influenced by politics.

• And Speaker of the US House of Representatives Thomas T. (Tip) O'Neill Jr. — a man for whom the building is to be named — is keeping quiet, at least publicly.

Although sides in the struggle say they consult regularly with Mr. O'Neill or his staff, the speaker's aides insist that their boss is following a hands-off policy on the site selection.

But most of the players in this tug of war — with the exception of GSA officials — take it as a foregone conclusion that "whichever Tip's decision is, the GSA will abide by it," as one source says.

Despite GSA denials, these participants argue that the placement of a building to be named after the politically astute House speaker, whose position is considered by many the second most powerful post in the country, must have direct approval from either Mr. O'Neill or from his intensely loyal staff, people such as Leo Deal, the speaker's right-hand man.

"This is Tip's baby all the way, there's no doubt about that," says one city hall insider who closely followed the early negotiations. Like most of the nearly two dozen people interviewed for this story, he is adamant about remaining anonymous — a precaution taken so as not to possibly rouse Speaker O'Neill's ire.

"We can't beat them politically," says the leader of one community group. "You don't mess around with Speaker O'Neill. We've taken on some big boys, but that's pretty big." Since the first public hearing held nearly a year ago, the GSA has narrowed its choices to three sites. One, which involves renovating an old building known as Church Green, is not likely to be chosen because it has just been taken over by a private developer. A second, at 600 Washington Street, is near the retail district and has caused little controversy.

But the third site — which the GSA reportedly covets — overlooks the Boston Common at the corner of Tremont and Boylston Street and has triggered intense community protest.

Neighborhood groups have waged a vehement campaign to keep the building away from Boston Common, claiming in particular that a single high tower would cause wind and

shadow problems along the common, where buildings have been kept at modest heights by zoning codes.

What is more, they argue — and city planners agree — a federal building is not needed in that section of downtown where development already planned or under way is expected to wipe out remnants of the nearby "Combat Zone." Federal officials early on cited "cleaning up" the Combat Zone as a main reason for locating the building in the Tremont Street area.

Congress has set aside \$75 million for a new federal office building in Boston. Mayor White wants it constructed where the run-down North Station stands to boost his redevelopment plan for the area. The General Services Administration is considering more than a dozen potential sites, however. And Tip O'Neill, the man for whom the building is to be named, is keeping quiet — at least publicly.

Community activists bitterly claim that it has only been with constant badgering and saber-rattling that the GSA has been forced to slow its decisionmaking process and open it up to greater public debate. "This is deamazing in the oldest sense of the word," charges one protester. "The GSA really tried to pull a fast one sneaking through a 600-foot building, if you can believe that."

But GSA regional administrator Lawrence Bretta, and O'Neill protégé, denies that his agency tried to hush the site-selection process. He says he is "shocked" that community groups claim the GSA has been uncooperative. To charges that the agency is interested only in choosing a "prestige" location for the new building, on the Boston Common, GSA official Gilbert Strobel answers:

"Of course we want to put it in a prestigious place. What's wrong with that? The taxpayer is investing a lot of money in this project."

"Think of it," he continues. "Although we have in no way made up our minds yet, just think about the Tremont Street site. The State House is on one side of the common. So it would not be inconceivable that the federal government should have a presence on the other side, don't you agree?"

Against this backdrop — and the fact that the site was expected to have been finally selected last month — Mayor White has now added a dash of controversy.

On Jan. 8, just one day after his inauguration, Mayor White flew to Washington to ask GSA head Ronald G. Freeman III to reconsider the North Station site. Development of the area is one legacy that the image-conscious mayor would

like to leave to the city, observers say. That location, suggested by Boston officials last year before architect Moshe Safdie had been asked to draw up his ambitious \$600 million plan, was ruled out during initial GSA proceedings.

The mayor's 11th-hour move has won the applause of neighborhood groups, set the business community on its ear, and caused considerable dismay at GSA offices where officials estimate that each passing week boosts the building's cost by \$150,000.

It is a move that has also set political pundits guessing as to who will get his way — Mayor White or Speaker O'Neill. The mayor has made no secret of his plans for the GSA building, and even teasingly told a small group of reporters and civic leaders late last October that the decision on its location "might ultimately have to be made at the presidential level."

Such comments lead observers to guess that Mr. White is trying to make the most of his fast-diminishing political leverage in the coming presidential year. He may, they reason, be dangling his endorsement in front of President Carter in return for the President's support in coaxing Speaker O'Neill to put the building at the North Station site.

Although Mr. White's public pitch comes at the last minute, he had decided as early as last winter to "take Tip O'Neill on" over this issue, says one mayoral aide, who adds that the mayor seemed to be biding his time on the GSA building while he waged his re-election campaign.

But other aides blanch visibly at the suggestion that Mr. White intends to square off with the speaker. "You don't take on the Speaker of the House," one long-time White confidant hastens to explain. "Maybe Kevin is trying to change Tip O'Neill's idea of where the building goes — maybe that's how he'd like him. But as far as taking him out publicly, no way. He's too smart to fight Tip. They're too close. And besides, he can't beat Tip at the business."

Meanwhile, the city is expected to present its case to local GSA officials next week. If the North Station is reconsidered, says Mr. Strobel, a final choice could be delayed by another five or six months while an additional public hearing is held and an environmental impact statement for that site is compiled.

All in all, the GSA has considerable leeway in its decision. It is bound by federal laws that require public hearings and by presidential executive orders which mandate that before building a new structure, old buildings must be considered for renovation and a new building must be placed where it will have the greatest revitalizing effect in a city.

Aside from those requirements and other technical restrictions, however, the GSA is not bound by any local zoning or building codes. Because of the federal government's power to take land for public purposes — eminent domain — it can choose any parcel of property it wants and remove that land from city property tax rolls.

Still, as opposition to the Tremont Street site builds into a potential political embarrassment for Mr. O'Neill, observers wonder whether that location will be dropped altogether.

"Tip O'Neill doesn't need that kind of controversy. He doesn't want it," says one individual. Another prominent local politician has warned the speaker's office that it would be "a political mistake" to push for the Boston Common site. US Sen. Paul Tsongas (D) of Massachusetts is expected to step in against the Tremont Street site as well. And community groups are already talking about lawsuits.

"The story is that if the lessons of Park Plaza haven't been learned, they'll try to push the Tremont Street site," says one community activist. In reference to a recent unsuccessful battle to develop a site also near the common. "And if they do that, it will be the battle of all battles."

"In a city like Boston, where citizen groups are so vocal, for bureaucrats to still think they can cram buildings down people's throats is amazing," the source continues. "Because that's not going to happen anymore."



# Blueprints for Boston's future

## US urged to use N. Station tract

By Anthony J. Yudin  
Globe Staff

Mayor Kevin H. White, saying he would "lock horns" with House Speaker Thomas P. O'Neill Jr. and lobby the White House if necessary, began a drive yesterday to induce federal officials to build a \$90 million office building at North Station.

Toward this end, White told a news conference at City Hall yesterday, the city is prepared to spend more than \$5 million to deliver the site to the General Services Administration in eight months.

White met with regional GSA Administrator Lawrence Bretta before the news conference and presented him with the city's plan, entitled "A Proposal for North Station."

The proposal details the ambitious redevelopment program the city plans to undertake for the 125-acre North Station area. It argues that the federal building could spur "a \$400 million private investment in new construction and rehabilitation."

The plan notes that the city hopes to get all local, state and federal approvals for an urban renewal project during the period between February and August this year.

The regional GSA office in Boston has already recommended two downtown sites for GSA officials in Washington to consider. One is the so-called 600 Washington st. block at Essex and Washington streets. The other overlooks the Boston Common at Boylston, Avery and Tremont streets.

The proposed building will be named after House Speaker O'Neill, who is believed to prefer a downtown location, particularly the Boylston-Tremont street site. A downtown location has been opposed by Boston preservationists and Beacon Hill and Back Bay residents.

The Greater Boston Chamber of Commerce and the Boston Retail Trade Board have supported a downtown federal building. Spokesmen for the two groups were not available for comment yesterday.

White said, however, that the business community had agreed to let him have a "clean shot" at making a pitch for the North Station site, which he termed the best one for the city as a whole.

White, asked whether he was willing to take on O'Neill, replied, "Do I mind locking horns with Tip? I don't mind if it is best for the city."

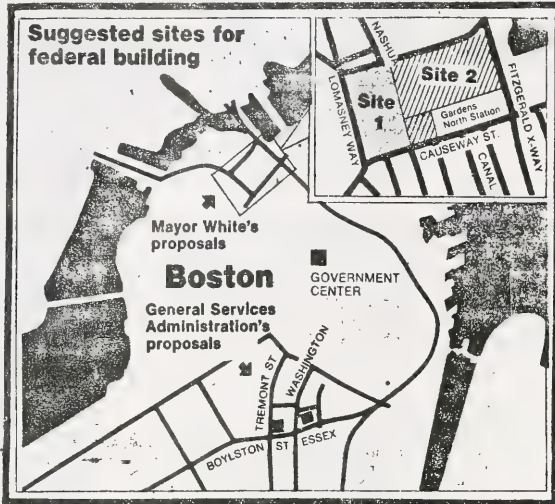
But he added that he thought that O'Neill "would in no way interfere with the site selection."

The GSA's Bretta said O'Neill "has never contacted us and has never spoken about any particular site."

Bretta said he has now agreed to study the city's North Station proposal even though he already made his recommendations. He said it would take 30 to 45 days before a recommendation is made to the Washington office on the White administration's plan.

White said he was prepared "to go as far as I could to get White House endorsement." Asked if he would endorse the President for re-election if he got his way, White replied that the matter was not part of "presidential politics."

Robert Ryan, Boston Redevelopment Authority director, said the city is offering two alternative sites.



Mayor White wants proposed federal office building in North Station area. Gov-

ernment's General Services Administration prefers either of two downtown sites.

## Copley Place gets state OK

By Walter V. Robinson  
Globe Staff

Gov. Edward J. King's signature on a last agreement signaled final state approval for the most ambitious private development project in state history — the \$305 million Copley Place complex in Boston's Back Bay.

The complex — on air rights over the Massachusetts Turnpike extension — is designed include two hotels with 1756 rooms and a department store. It must be approved by the city before construction can begin.

The Boston Redevelopment Authority (BRA), which must endorse the final design, has drafted, but not yet filed, a request for a \$18 million grant from the US Department of Housing and Urban Development as start-up funds for the project. The request must first be ratified by the Boston City Council before a April 30 filing deadline. A decision by HUD will take up to 60 days.

In addition, the developers are negotiating a tax agreement with the city. A public hearing would be necessary to approve a special tax status under consideration that would allow the developer to make predetermined payments to the city in lieu of taxes.

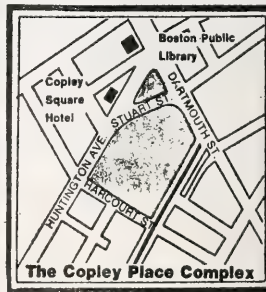
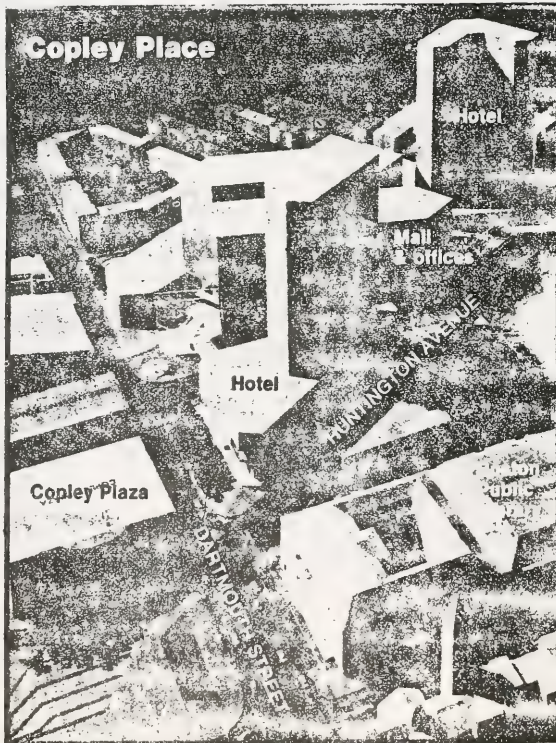
If all the necessary approvals are secured, construction will start this fall and could be completed by the spring of 1984, said Thomas Klutznick, chairman of the Chicago-based developer, Urban Investment and Development Co.

Also still pending is a request by a South End group that the BRA link the application for federal funds for Copley Place to a proposal to develop low- and moderate-income housing on an adjoining 3.3-acre parcel.

Tent City Corp., a nonprofit community group, has urged the city to tie the two projects together to insure that low- and middle-income residents retain adequate housing in the area.

"Of the things that still need to be resolved, the most emotional is the Tent City issue," said Ralph Memolo, spokesman for the BRA, Saturday night.

Although a decision has not been made on whether to tie the requests for federal assistance, Memolo said last night "it is my understanding that the administrative procedures involved in applying for the grant would make very difficult to link the two projects."



# White pushes N. Station site

## ★ FEDERAL BUILDING

Continued from Page 13

Site No. 1 contains 122,000 square feet bounded by Causeway street, Lomasney Way and Minot street, adjacent to the Charles River Park residential complex. The area could include another 24,000 square feet of a parcel now housing the closed Madison Hotel, which would be razed.

Site No. 2, would encompass 170,000 square feet behind North Station, primarily in an existing city-owned parking lot. The cost for the first site would be \$5.1 million, the second site, \$9.3 million. Ryan said work on the federal building could get under way by 1983.

Asked why he was reconsidering a

North Station site after rejecting the area previously, Bretta cited architect Moshe Safdie's design plan.

Safdie, as a consultant to the BRA, is recommending creation of an "island" residential community of 1200 units in the back of North Station by dredging a canal along Nashua street to the rear of the station. He also calls for construction of garages and office buildings, rehabilitation of existing structures and removal of the MBTA's elevated Green Line to Somerville. The rapid transit line would be replaced by bus service until an underground subway extension is built in the future.

The plan also calls for rehabilitation of the Boston Garden and construction of a major public space behind the Garden.

# Copley Place gets state OK

## ★ COPLEY

Continued from Page 13

Kenneth Campbell, a member of Tent City Corp., said the 270 units of low- and moderate-income housing his group has proposed for the site "are hardly a panacea for the area's housing problems.

"But the parcel is symbolically a gateway to the South End. If a high-rise project goes up on one side of the railroad tracks and a vacant lot remains on the opposite, it will speak volumes about the city's attitude toward development."

King, at a State House signing ceremony yesterday, said the project will mean \$47 million in rental fees for the state over 27 years. Once built, he said, the complex will generate \$11 million a year in state tax revenue and \$6 million a year in city taxes.

The governor also said the construction project will generate 1110 jobs, and the completed complex will employ 6200 persons.

Klutznick said the project will strengthen the New England region "at a time when demographers are continually proclaiming the difficulty of the Northeast in attracting high-quality growth."

The proposal, three years in preparation with substantial community involvement, was amended for the lease agreement that King signed. It originally envisioned two department stores and one hotel.

The final project will include a 1000-room convention hotel; a 756-room luxury hotel; 1533 parking spaces; a specialty fashion department store; more than 700,000 square feet of office space in four

midrise office buildings; a retail shopping mall that includes restaurants, movie theaters and a health club; and 100-150 housing units.

The complex will dovetail with a portion of the \$670 million Southwest Corridor, which will include a revitalized Back Bay railroad station served by the relocated MBTA Orange Line, Amtrak and commuter rail.

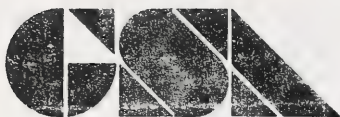
Under the plan that was approved by local community groups, minorities will be guaranteed 20 percent of the 1110 construction jobs and minority contractors will receive 5 percent of the construction work.

Boston residents and women will be guaranteed 50 percent each of the 6200 permanent jobs. Thirty percent of the jobs will go to minority persons, with residents of the affected areas of the South End assured of 17.2 percent of the jobs.

South End residents said last night that blue-collar jobs generated by the Copley Place project will not pay enough to allow local residents to remain in the neighborhood unless more low- and moderate-income housing is built.

"Most of the jobs will be hotel jobs that won't pay more than \$10,000. Unless more housing is built, those people won't be able to afford to live there," said Campbell. "That's why it is so important that Tent City and Copley Place be linked."

Also, the developer has assured that minority-owned businesses can rent 50 percent of the retail space at below-market rents, with a quarter of the 100-150 housing units to be rented to low- and moderate-income tenants.



## News Release

FOR IMMEDIATE RELEASE

1AV80-NR-027

GOVERNMENT AGREES TO REOPEN SITE SELECTION PROCESS TO INCLUDE NORTH STATION AREA FOR NEW FEDERAL BUILDING

Kevin White, Mayor of Boston, and Mr. L. F. Bretta, New England Regional Administrator of GSA, announced today that General Services Administration has agreed to reopen the site selection process to include a site in the North Station area as a fourth potential site for the proposed new Boston Federal building. In order to make this area feasible for consideration as a fourth site, the Mayor has agreed to present to GSA, within two months, a firm commitment on the removal of the elevated structure of the MBTA Green Line on Causeway Street and Lomasney Way. As part of that commitment, there would be a committed source of funding and a schedule for removal of the structure which would be satisfactory to the General Services Administration. In addition, the Mayor has agreed to provide to GSA a cleared site at nominal cost.

GSA has agreed to incorporate the site in the North Station area in its environmental impact study and to conduct a public hearing in early May regarding this site.

In making the announcement, Mr. Bretta said, "It is the policy of the Administration to work with local officials in locating

(MORE)

**U.S. General Services Administration — Region I**

John W. McCormack Post Office and Courthouse, Boston, Ma. 02109 Area Code (617) 223-2868



buildings where they can have a major impact on urban revitalization efforts and enhance the quality of life." Mayor White recently unveiled a major urban revitalization plan for the North Station area. These considerations have prompted GSA to take another look at the area.

"A lot will depend," said Mr. Bretta, "on the city's ability to accomplish the necessary tasks within a time frame that is economically feasible for GSA to include the proposed site in the site selection process. Cooperation between Federal, State, and local government will be essential," he emphasized, "if the site is to be considered."

Mr. Bretta also stressed that Federal resources should not be used alone but as incentives to attract and support other public and private investments in the community.

Mayor White views the possible location of a new Federal building in the North Station area as the catalyst that could turn this whole area around and prompt considerable investment by the private sector.

The Mayor has pledged the full support of his office to make the site available for future development.

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# US to reconsider North Station building site

By Peter Cowen  
Globe Staff

The federal government has agreed to reconsider a North Station site for a \$75 million federal office building, well-placed government officials said yesterday.

Reconsideration of the site, which is favored by Mayor Kevin H. White, is expected to add more than six months and as much as \$10 million to the construction costs of the building.

The extra time will be needed for preparation of an environmental impact statement and an additional public hearing, both required before a site is selected. The US General Services Administration has spent one year reducing the number of sites under consideration from 10 to three. Now there are four.

The decision by the GSA represents a major victory for White, who is said to view the rehabilitation of the North Station area as a potential legacy of his four-term mayoralty.

The site, on Causeway street where North Station stands, had been rejected by the GSA previously. But White, the day after his inauguration this year, flew to Washington and appealed directly to GSA Administrator Rowland G. Freeman 3d.

"The decision was not made at the GSA

level," said one government source, declining to be identified. "The White House was responsible."

The source said White House aides, eager to keep White neutral in the presidential race, applied pressure to the GSA to reopen the selection process to include the mayor's favored site.

The mayor has scheduled a news conference for today, and officials said he and Regional GSA Administrator Lawrence Bretta would announce that the North Station site was being reconsidered.

There was no comment from City Hall officials yesterday about the subject of the news conference.

Ralph Memulo, a spokesman for the Boston Redevelopment Authority, said that neither he nor the agency's director, Robert Ryan, would comment on the site or the subject of the news conference.

For his part, Bretta said he was scheduled to meet with White half an hour before the news conference, but Bretta insisted no deci-

sion about the site would be made until after his meeting with the mayor.

The other three sites are a building known as Church Green bordered by Summer, Essex and Kingston streets downtown, 600 Washington street in the so-called Chinatown Zone of "adult entertainment" stores; and the corner of Tremont and Boylston streets overlooking the Boston Common.

Of those locations, the GSA reportedly favors Tremont-Boylston, while downtown merchants want the building at 600 Washington st., near the proposed Lafayette Place development and the retail shopping district.

The building will house about 4000 federal employees and stand at least as high as the 22-story John F. Kennedy building.

Once a site is chosen, construction is expected to take three to four years, and there has been speculation that the eventual cost will run as high as \$100 million. The building is to be named after US House Speaker Thomas P. O'Neill Jr.



# GSA agrees to a delay on tower site selection

By ALEX MacPHAIL  
Staff Writer

Although it will cost an additional \$2 million in federal tax dollars, the General Services Administration yesterday agreed to delay by at least two months final selection of a site for a new \$90 million 40-story federal office tower in Boston.

Lawrence Bretta, GSA regional administrator, said the additional time would be spent to prepare an environment impact study and hold a public hearing on a potential site in the North Station area — a site that Mayor Kevin White has been lobbying hard for both here and in Washington.

The building, to be named in honor of Rep. Thomas P. O'Neill, Jr., speaker of the House, was to have been located at one of three potential sites in the downtown area. White made his pitch for the fourth site in January.

At a City Hall press conference yesterday, following a meeting with White, Bretta said additional costs will run to "about \$900,000 a month."

He said, however, that the time lag would not be too significant since the North Station area would offer clear land as opposed to the other sites which would involve demolition and the relocation of tenants.

The initial three sites are at lower Washington Street at Essex Street, Tremont and Boylston Streets, and at Church Green in the downtown area.

The city, according to Bretta, is prepared to offer the GSA some 150,000 square feet of land bounded by Causeway Street, Lomasney Way and Minot Street, at what he called a nominal cost of between \$6 and \$7 million."

Bretta said the new complex, expected to be completed by 1983,

would house as many as 4,000 employees and would save the federal government some \$3.05 million in annual leased office space in the Boston area.

Although White has pressed hard for the fourth site, Bretta said consideration of the North Station area does not mean the other sites are being ruled out.

"There will be no recommendation of any of the four sites until after the public hearing (on the North Station proposal) in mid-May," he said.

White has referred to the GSA building as "the anchor" of an ambitious \$500 million business-residential development for the area which he unveiled just before his reelection. He agreed that should the building not be located near North Station his development plans would be set back as many as five years.

**NOTICE OF PUBLIC HEARING ON THE  
PROPOSED BOSTON FEDERAL OFFICE BUILDING**

A public hearing will be held on May 6, 1980 at 7:00 p.m. at Faneuil Hall, Boston, for the purpose of providing for further public input into the site selection for the proposed Boston Federal Office Building project and to assist General Services Administration (GSA) in assessing public sentiment regarding a fourth potential site at North Station which is being included for consideration for the proposed project.

Interested parties desiring to present oral comments at the hearing are requested to register either at the hearing prior to commencement of the proceedings or by pre-registration with Ms. Beverly James, GSA Operational Planning, Rm. 724 John W. McCormack Post Office & Courthouse, Boston, MA 02109, Tel. No. (617) 225-2707. A limit of one spokesman for each group is requested. Speakers will be heard in order of registration and will be asked to limit their comments to five minutes. If it becomes necessary to conclude the hearing before all registered speakers have been heard, the hearing will resume at Faneuil Hall the following evening, May 7, 1980 at 7:00 p.m. Written comments may be submitted either at the conclusion of the hearing or by mail.

All substantive comments received at the hearing and before the close of the commenting period on May 21, 1980 will receive response in the Final Environmental Impact Statement currently in process.

A verbatim transcript of the hearing will be made and will be available for public review May 19 through May 21, 1980 during normal working hours at the GSA Business Service Center, Rm. L-1 in the lobby of the John W. McCormack Post Office and Courthouse. The transcript will also be included as part of the Final Environmental Impact Statement.

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# BRA passes North Station renewal plan

By Anthony J. Yudis  
Globe Staff

The Boston Redevelopment Authority yesterday unanimously approved a 50-acre North Station urban renewal project. Its prime objective is a development site for a \$90-million federal office building by late summer.

The approval came after BRA Director Robert Ryan and architect-consultant Moshe Safdie outlined long-range redevelopment proposals.

The plan had the support of businesses and institutions in the North Station area.

The plan also has to be approved by the City Council and the state Department of Communities and Development. All approvals would give the BRA eminent domain and development control powers.

The approvals also followed pleas by a West End priest and a resident in the area to exclude a small residential block representing the last remaining section of the old West End that was not been razed in the '60s.

The remaining residential enclave is between Nashua street at North Station and opposite Charles River Park high rise complex on Lomasney way. About 18 buildings, with 80 households, remain.

The area between Lomasney way and Nashua street would be razed under the plan to allow for widening of Lomasney way. This would become the main artery, replacing Nashua street. Nashua street would be closed and serve as development sites for the proposed federal office building or other uses.

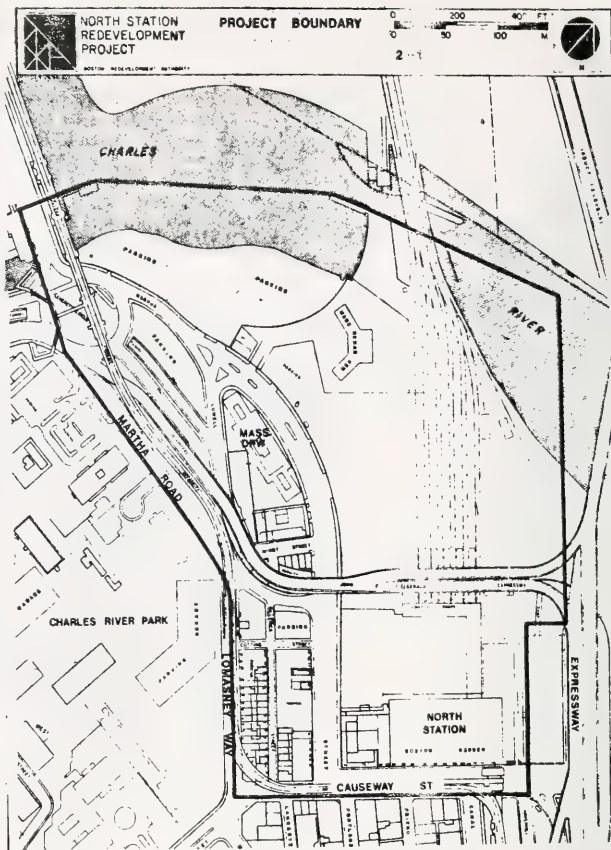
The project area, which would anticipate \$400 million in private investment, according to Ryan, is bounded by the Charles River on the north, the Fitzgerald Expressway on the east, Causeway street on the south and Lomasney way (Charles River Park) on the west.

Of the 50 acres in the project, 41 acres are open space, (including part of the Charles River) parking lots or streets.

In a letter to the board, Mayor Kevin H. White urged immediate approval of the plan. He noted that since Jan. 1, he has "devoted considerable effort at convincing the federal government that its new office building should be located in the North Station area."

Ryan said no federal funds initially would be used, but the program's implementation would depend on a \$6 million bond program from the city. Later the city would apply to a number of federal agencies for grants to support improvements. The value of property to be taken totals roughly \$2.5 million to \$2.6 million, he said. Relocation of 80 households and 22 commercial businesses would cost about \$1.1 million.

"We are put on a very strict timetable by GSA (federal General Services Administration in charge of the federal building development)," he said. "They told us they have to make a decision by late



Map shows boundaries of North Station renewal project.

summer or go back to the two former sites on Washington street (sites which GSA earlier recommended)."

But Rev. Gerald Bucke, of St. Joseph's Church in the West End, urged the BRA to save "this little area of habitation."

"It's a tremendously exciting plan and I wouldn't want to be opposed to all of it," he said.

Existing residents would not be able to support the new housing (1100 units, planned by developing a waterfront island in back of North Station), Fr. Bucke said.

Samuel Crisafulli of Billerica street, a building owner and occupant, presented his own compromise plan to the BRA that he said would spare the homes.

"We are not rowdies and we would love to work with the BRA" to find a solution, Crisafulli said.

The board also voted, after hearing Fr. Bucke and Crisafulli, "to direct" the director and his staff to investigate the possibility of preserving as many of the residential buildings as possible and to investigate housing opportunities that could be ready before any actual relocation begins.

- C. REPORT ON BUILDINGS OF ARCHITECTURAL AND HISTORICAL SIGNIFICANCE LOCATED ON SEVEN POTENTIAL SITES FOR THE BOSTON FEDERAL OFFICE BUILDING - SUBMITTED BY BOSTON PRESERVATION ALLIANCE



# Boston Preservation Alliance

an association of preservation organizations  
Room 944 City Hall, Boston, MA 02201

February 12, 1979


Mr. Lawrence F. Bretta  
Regional Administrator  
General Services Administration, Region 1  
John W. McCormack Post Office and Courthouse  
Boston, MA 02109

Dear Mr. Bretta:

In compliance with your request, I am pleased to submit the following report detailing the buildings of architectural and historical significance on each of the seven potential sites for the Boston Federal Office Building. The sites are identified by the letters A, C, E, K, L, N and O.

In addition to a brief introduction describing methodology, the report contains the following items for each site: (1) site description, (2) individual descriptions of all historic buildings, (3) comments regarding advantages and disadvantages of the site, (4) a map (at 1"=100') identifying all historically important buildings, substantial buildings, expendable buildings, and vacant parcels.

Sincerely,



Leslie Larson  
New England Chapter  
Society of Architectural Historians

LL/dr

REPORT ON BUILDINGS OF ARCHITECTURAL AND HISTORICAL  
SIGNIFICANCE LOCATED ON SEVEN POTENTIAL SITES FOR  
THE BOSTON FEDERAL OFFICE BUILDING

Prepared for: Mr. Lawrence F. Bretta  
Regional Administrator  
General Services Administration, Region 1  
John W. McCormack Post Office and Courthouse  
Boston, MA 02109

Prepared by: Leslie Larson  
New England Chapter  
Society of Architectural Historians  
and  
Angus W. Crowe, A.I.A.  
Chairman  
Historic Resources Committee  
Boston Society of Architects

## INTRODUCTION:

The following sites are analyzed in terms of their historical resources:

- Site "A" Theater District
- Site "C" Bulfinch Triangle, North Station area
- Site "E" Theater District
- Site "K" Theater District
- Site "L" Church Green
- Site "N" Dewey Square, South Station area
- Site "O" Theater & Retail districts, Boston Common

Accompanying the text is a map (at 1":100') of each site with legend. The following categories are identified on this map: buildings of historical and architectural significance, buildings of moderate interest, expendable buildings (with little or no significance), vacant parcels. Each historic building is identified by address for reference to the text.

The text describes the site and the individual buildings of merit and offers comments on the advantages and disadvantages of the site.

There has been no attempt to establish a hierarchy among the historic buildings. All are considered significant under one or more of the following criteria: historical significance, architectural significance, or street scale and massing. It is important that all of the buildings of historical and architectural significance be preserved.



- Vacant

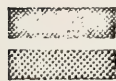
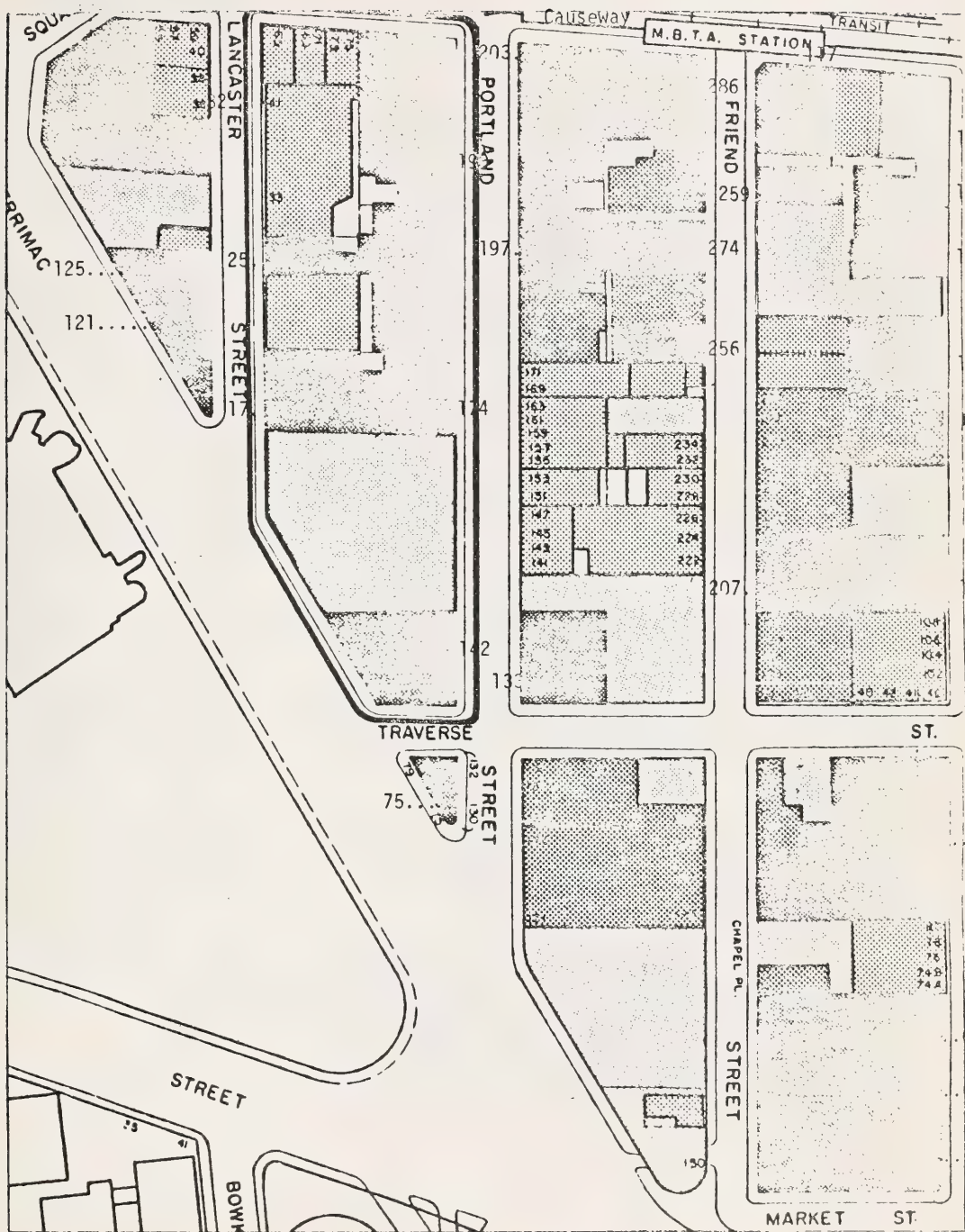
## Site "A"

Site "A" is bounded by Washington and Essex Streets, Hayward Place and Harrison Avenue, and is completely filled in by a single building, which is of architectural and historical merit.

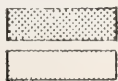
600 Washington Street: Washington - Essex Building, 1905, Winslow & Bigelow, architects, was built as the Henry Siegel Company Department Store. The building is 7 stories, of tan brick with ornate terra-cotta Beaux Arts detail. Included within the structure is an important Boston theater, the Essex, which was built as The RKO Boston Theater, a vaudeville and movie house by Edward Albee and Joseph P. Kennedy in 1925. Thomas Lamb was the architect. The theater occupies the site of Selwyn's Theater of 1867.

Comment: Adjacent to this site is a 35,700 square foot parcel containing an outmoded parking garage which could conceivably be used for new construction in connection with the rehabilitation of the Washington-Essex Building, whose area totals about 270,000 exclusive of the theater.





Historically Important  
Substantial



Expendable  
Vacant

## Site "C"

Site "C" is bounded by Portland, Traverse, Merrimac, Lancaster and Causeway Streets in the "Bulfinch Triangle" near North Station. The block contains 5 buildings of architectural and historical merit plus 4 expendable structures and one 19,000 square foot vacant parcel.

142 Portland St. (corner of Traverse & Merrimac): 1896, Stephen Codman, Architect, is a 5 story loft building of red brick with limestone trim, keystones, lion heads, string courses and a bracketed cornice. Limestone is used to surround large oval and round windows on the top floor. The style is modified Beaux Arts.

174 Portland St (17 Lancaster St.): 1897, Stephen Codman, Architect. This loft building is 6 stories and the unique Portland Street facade is of granite, modified Beaux Arts in style, consisting of 5-story plain deep pilasters with stylized capitals and cornice plus a large oval window. The Lancaster Street facade is a modified version in red brick with corbelling and limestone cornice, sills and keystones.

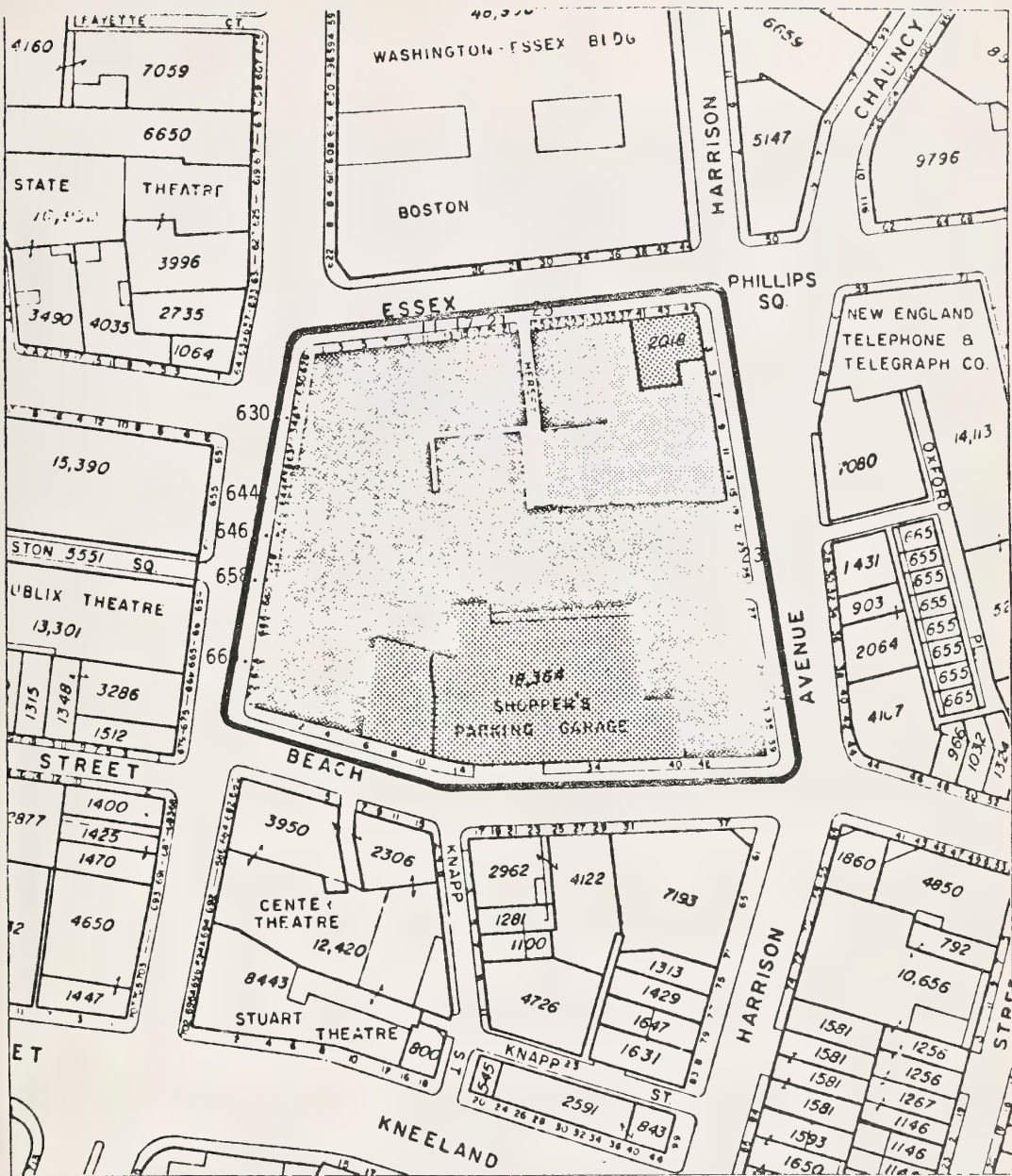
180 Portland St: circa 1885, is a massive 6-story loft building in red brick with brownstone trim. Features include corbelling and other fine brickwork, 3 massive round-arched windows, and fine brownstone carving, hood moulds, label stops and string courses. The massing is impressive and the detailing exceptional. Richardsonian Romanesque in style.

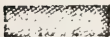


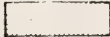
190 Portland St. (Corner of Causeway): circa 1885, is similar in style and materials to 180. It is 5 stories, of red brick and brownstone with a series of large 2-story round-arched window bays. Richardsonian Romanesque.

25 Lancaster St.: circa 1885, is a 3-story red brick and brownstone loft building with a cast iron first floor. Fine brownstone carving, string courses, hood moulds and cornice combine with brick corbelling. Richardsonian Romanesque.

In the balance of the Bulfinch Triangle, bounded by Merrimac, Canal and Causeway Streets, there are 22 buildings of historical architectural importance, 9 buildings of moderate interest, 17 expendable structures and 9 (mostly small and irregular) vacant parcels. These are shown on the map for comparison with Site "C".

Comment: All but one of the 5 historic buildings on this site are fairly large and could potentially be adaptable for federal use. The total area of the 5 is 180,800 square feet. The difficulty would come in finding sufficient land for new construction of a scale that would be at home in this unique area. All blocks in the Triangle pose the same problem in varying degrees.



-  Historically Important
-  Substantial
-  Expendable
-  Vacant



## Site "E"

Site "E" is bounded by Washington, Essex and Beach Streets, and Harrison Avenue. This block is one of Boston's most historically significant in that the pre-Revolutionary War Liberty Tree and Liberty Tree Tavern once occupied the corner of Essex and Washington Streets. The present occupants of that site, the Liberty Tree Block and the Lafayette Hotel, are also of great importance as are several other adjacent buildings. The block contains 11 historic buildings, 3 expendable structures, and an irregular vacant parcel of 11,180 square feet.

630 Washington St. (corner of Essex): Liberty Tree Block, 1850, built by David Sears, is a 5-story red brick structure with brownstone quoins, sills and lintels, and a copper and slate hipped roof with octagonal dormers. It represents Greek and Renaissance Revival styles. A wood carving of the Liberty Tree by Messrs. Winsor and Brother, ship carvers, is set into the Washington Street facade. Originally the building contained a series of elegant function halls above ground floor shops. The most sumptuous of these rooms, Union Hall, was described in Gleason's Pictorial of 1852 as "beyond doubt the most elegant affair of the kind in the country." In addition to its architectural and historical importance, the Liberty Tree Block holds a key location in the Theater District as the terminus of the Boylston Street vista.

644 Washington St.: 1824, Ralph Haskins, builder, has a distinctive red brick 5-story Adamesque facade with Flemish bond brickwork, a slate mansard roof and 3 dormers. It was built as the Lafayette Hotel (with General Lafayette visiting on August 22, 1824) on the site of the 1760 Liberty Tree Tavern. In 1861 it became Brigham's Hotel. A rear addition was completed in 1888 and the building housed the famous Silver Dollar Bar from the 1920's to the 1940's.

646 Washington St.: 1891, Winslow & Wetherell, architects, is a 6-story tan brick and brownstone office building in the late Renaissance Revival Style.

658 Washington St.: Pilgrim Theater, 1912, C.H. Blackall, architect. It was built within an 1891 shell as the Washington Street Olympia and contains 4 floors of offices above the theater lobby. The facade is stucco. This was the first "de-luxer" built for movies in Boston and is the city's oldest continuous cinema.

660 Washington St. (corner of Beach): 1918, Henry Bailey Alden, architect. The brick and concrete facade was added at that time to an earlier 4-story building.

33 Harrison Ave. (corner of Beach): 1908, C.H. Blackall, architect. An 8-story brick early Art Deco loft building.

23 Harrison Ave.: 1882, a 5-story brick building with a corbeled cornice. White stucco has been added.

11 Essex St.: circa 1865, built by David Sears Trust. This 3-story mercantile building is unique in Boston with its wooden facade, built to simulate cast iron, consisting of 3 window bays and an ornamented cornice.

17 Essex St.: 1875, William M. Rumery & Co., builder, is an ornate 4-story Ruskinian Gothic mercantile building with a finely detailed facade of polychrome sandstone.



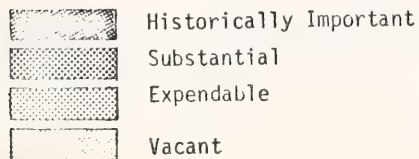
(Site "E" Continued)

21 Essex St.: circa 1845. The bow front of this 3-story side gable house has been replaced by a strange pastiche of stucco and metal.

25 Essex St.: circa 1875. This is a fine 5-story Nova Scotia stone former hotel (Essex House), with Victorian Gothic window caps, a slate mansard roof and 6 dormers.

Comment: While there are 11 historic buildings on the site, most of them are either too small, too fragile or too separated to be useful for Federal purposes. There is also little vacant or potentially vacant land for new construction and the site is split in half by the Pilgrim Theater, an historic building. The delicate scale of this, one of Boston's most historic blocks, would be endangered by large scale new construction.





## Site "K"

Site "K" comprises about two-thirds of the block bounded by Tremont, Washington, Avery and Boylston Streets. The Tremont Street side is excluded and is separated from the site by Haymarket Place and Head Place. All 6 buildings on the site are of architectural and historical merit. The balance of the site is taken up by 3 separated vacant parcels of 19,010 square feet, 6,650 square feet and 5,500 square feet respectively, or a total of 31,160 square feet.

10 Avery St. (Corner of Washington): Avery Hotel, 1915, Blackall, Clapp & Whittemore, architects, is a 10-story brick hotel with limestone trim.

597 Washington St.: circa 1880, is a 4-story stone commercial building with fine Neo-Grec detail.

605 Washington St.: circa 1865, is a 6-story former piano factory and one of Boston's rare surviving cast iron-fronted buildings. The upper 3 floors have been encased in sheet metal.

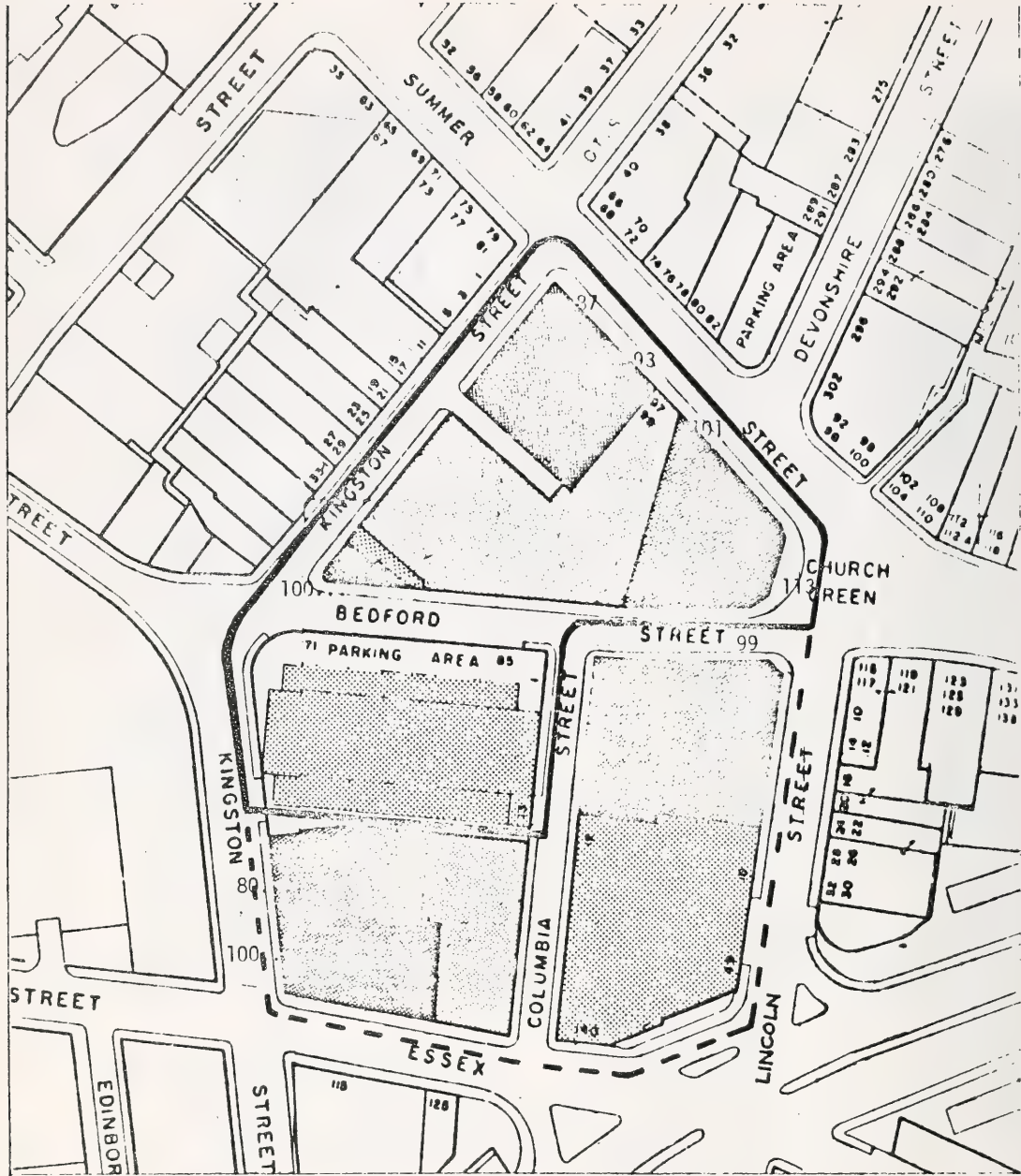
617 Washington St.: State Theater, 1879, built by famous Bostonian Lotta Crabtree as the Park Theater within the shell of an older hall, it is the oldest extant playhouse in Boston. Booth and Mansfield played here, Ruth St. Denis danced on its stage in 1910 and the Boston Opera Company derived from a meeting of Eben Jordan and Henry Russell at a 1907 San Carlo Opera performance in the theater. It was remodeled in 1903 by architect C.H. Blackall. The theater is housed in a 6-story early Art Deco cast concrete office building.

39 Boylston St.: Boston Edison Company, 1906, Winslow & Bigelow, architects. This is an 11-story limestone office building distinguished by copper torches and a bracketed balcony and cornice.

10 Haymarket Place: 1879, Gridley J.F. Bryant, architect, is a 5-story brick loft building with quarry-faced granite lintels and a brick cornice with granite end brackets. It was designed by one of Boston's most distinguished architects (Old City Hall, Charles Street Jail, etc.).

6 buildings of historical and architectural importance are adjacent to the site facing Tremont, Avery and Boylston Streets. These include two 1860's brownstone houses at 174, 175 Tremont, the Astor (formerly Tremont) Theater of 1889 at 12 Tremont (24 Avery) a 1916 marble office building at 178 Tremont, the granite Masonic Lodge of 1897 at 186 Tremont, and a small 1874 brick building at 28 Avery.

Comment: Excluding the State Theater, the historic buildings on the site have a combined floor area of about 252,200 square feet. They are not all contiguous, however, and the floor levels undoubtedly vary greatly. The lack of any sizeable vacant parcel makes substantial new construction virtually impossible. Any large-scale structure would have damaging effects on the delicate scale of the Theater District.



Historically Important  
 Substantial  
 Expendable  
 Vacant



## Site "L"

Site "L" is located at Church Green and consists of one block, bounded by Summer, Bedford and Kingston Streets, plus part of an adjacent block, bounded by Kingston, Bedford and Columbia Streets. It contains 5 historically and architecturally significant buildings (included in the Commercial Palace Historic District which has been submitted, and declared eligible, for the National Register of Historic Places) plus an expendable city parking garage, an equally expendable small one-story structure and 23,700 square feet of vacant land. It is suggested that consideration be given to expanding the site to include the balance of the garage block, bounded by Kingston, Columbia and Essex Streets, plus an adjacent block, bounded by Columbia, Bedford, Essex and Lincoln Streets. These additions contain 3 historic buildings (although it might be prudent to exclude the Bedford Building at 99 Bedford Street, since its rehabilitation by private means seems certain), an expendable parking garage and 9,100 square feet of vacant land. If the land under the expendable buildings (28,000, 20,150, 1,280 square feet respectively) were added to the presently vacant land, the area available for new construction would total 82,230 square feet.

87 Summer St. (corner of Kingston): 1873-4, 5-story granite mercantile building with majestic pedimented dormers and Neo-Grec detail.

93 Summer St.: 1873-4, 5-story granite mercantile building with Neo-Grec pilasters and quoins.

101 Summer St.: 1873-4, 5-story granite mercantile building similar to 93. Similar facade on Bedford Street.

113 Summer St. (corner of Bedford): Church Green Building, 1873-4, Jonathan Preston, architect. This is an impressive 5-story granite mercantile building with Neo-Grec details, a slate mansard roof and granite dormers, some of them pedimented. These four buildings, as impressive examples of Boston's Granite Style, combine to form a unique ensemble.

99 Bedford St. (corner of Columbia and Lincoln): The Bedford Building, 1873, Cummings and Sears, architects. This 5-story white marble and red granite mercantile building is one of Boston's most significant late 19th century structures. It is Ruskinian Gothic in style and beautifully detailed.

100 Bedford St. (corner of Kingston): 1897, Winslow & Wetherell, architects, is a remarkable bit of architectural jewelry. 3 stories in height, it is faced with heavily ornamented unglazed tan terra-cotta. Basically Late Renaissance Revival in style, its encrustations include masks, shields, shells, winged angel heads, urns and columns. The elaborate terra-cotta cornice is topped by rich copper cresting.

80 Kingston St.: 1899, Kendall, Taylor & Sterns, architects, is a 5-story red brick loft building with a white terra-cotta bracketed cornice, lintels and window surrounds. The first floor exhibits classical detail in metal.

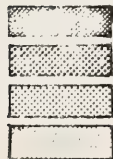
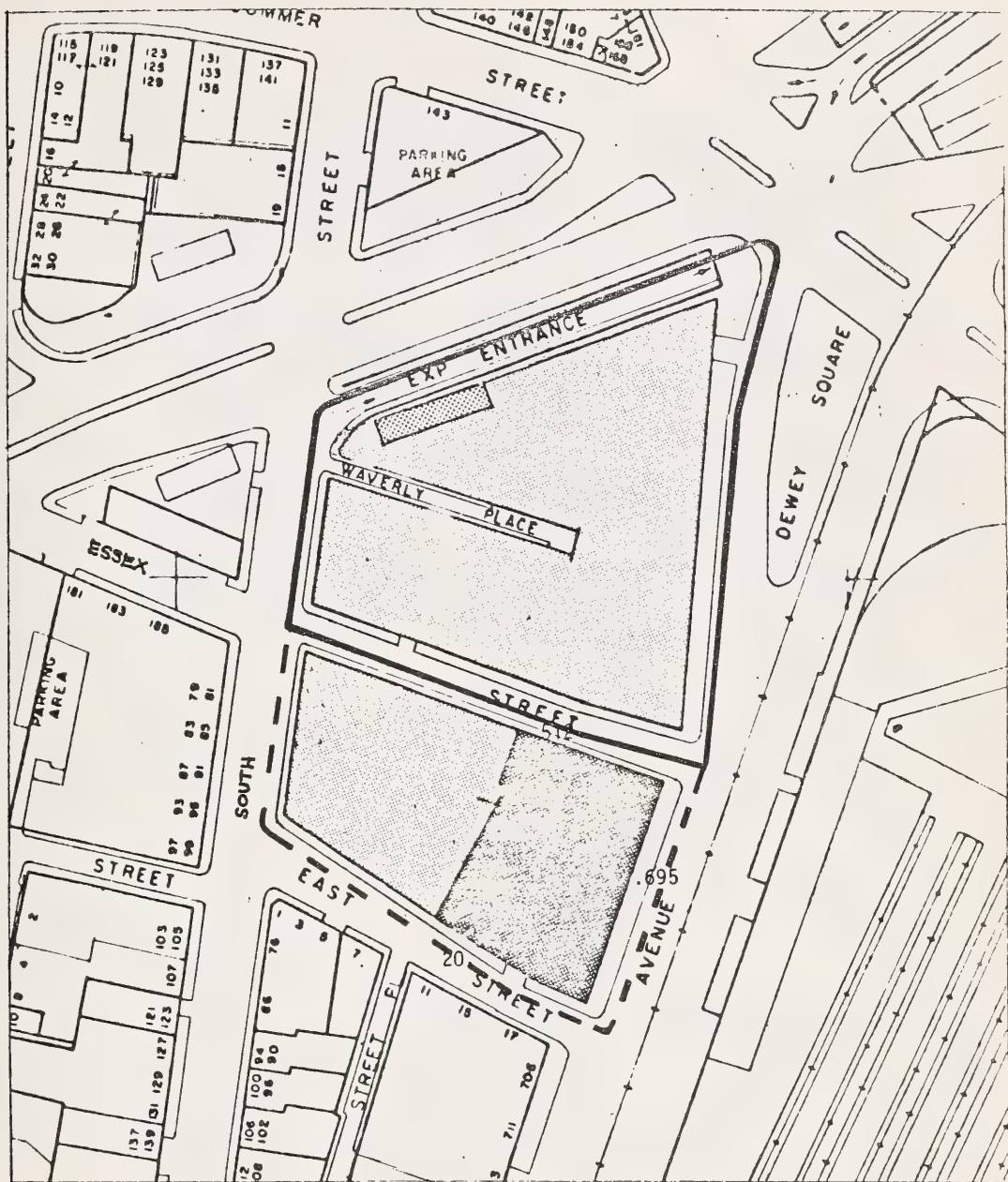


(Site "L" Continued)

88 Kingston St. (corner of Essex): 1893, Winslow & Wetherell, architects, is a 5-story red brick loft building with brick quoins and brownstone lintels, a dentiled cornice with rosettes and string course over pilastered metal first and second floors. The style is Late Renaissance Revival.

Comment: Excluding the Bedford Building, the site contains 6 fairly large and 1 small historic building with a total area approximating 171,800 square feet. Most of the buildings are fairly monumental in scale which would visually facilitate adaptation for Federal use. As noted above, 82,230 square feet of land would be available for new construction.





Historically Important

Substantial

Expendable

Vacant

## Site "N"

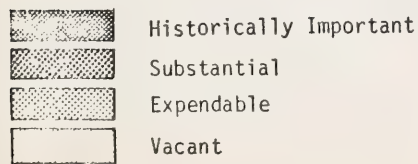
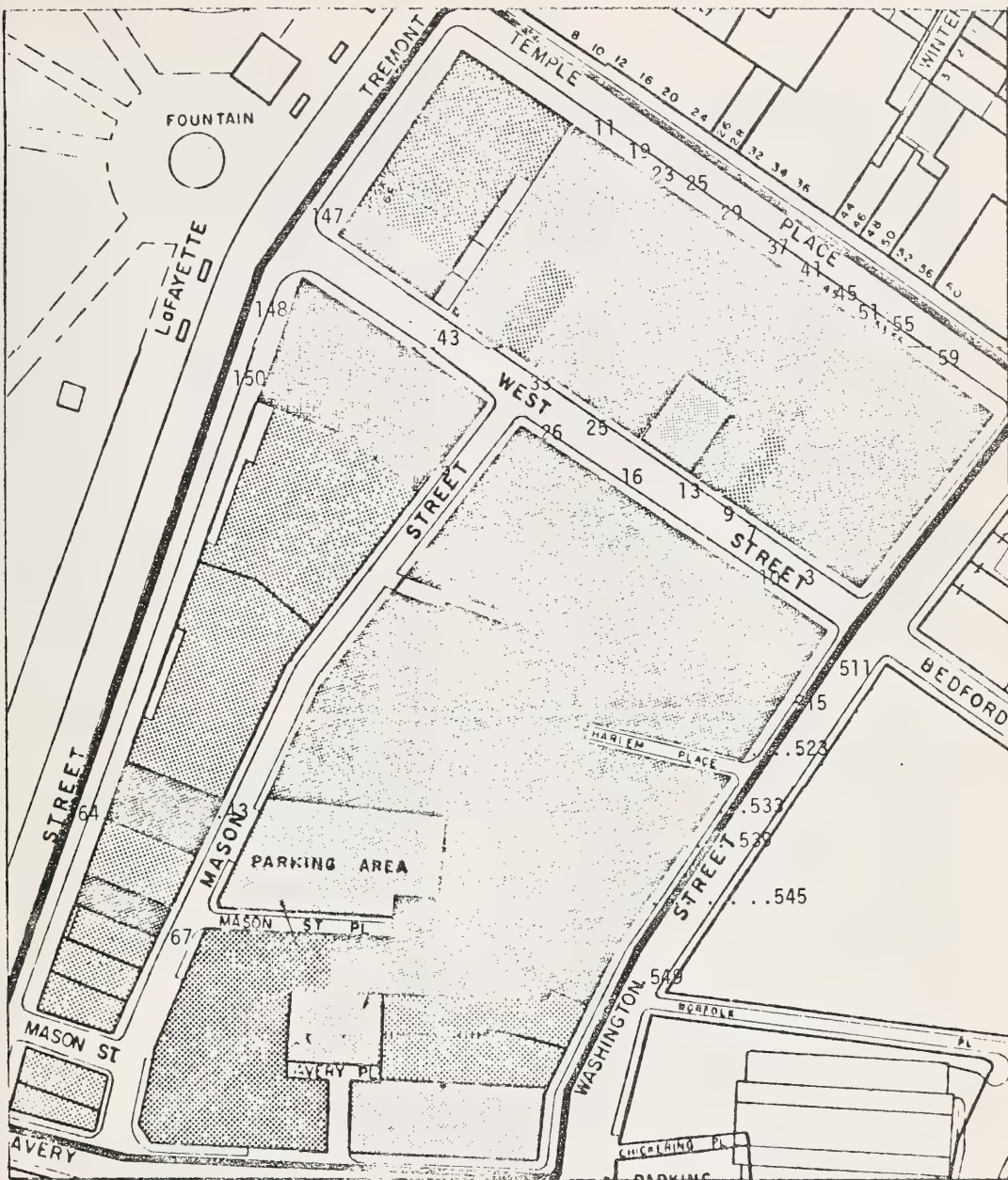
Site "N" is bounded by Summer, Essex and South Streets, the Central Artery (underground) and Atlantic Avenue (Dewey Square), and faces South Station. The site is vacant except for one small brick city maintenance building, which is not historic. Total area is about 59,800 square feet. If the site were expanded to include the adjacent block bounded by Essex, South and East Streets and Atlantic Avenue, 3 architecturally and historically important structures plus a 19,575 square foot vacant parcel could be considered.

695 Atlantic Ave. (corner of Essex and East): Essex Hotel, 1899, Arthur H. Bowditch, architect. This elaborate and monumental 11-story hotel is constructed of red brick with white brick quoins and rusticated first and second floors, terra-cotta ornament and metal cornice.

215 Essex St.: is an 11-story addition to the Essex Hotel with almost identical details.

20 East St.: 1919, F.A. Norcross, architect, is a 7-story orange-brown brick and limestone office building with an unusual bracketed cornice.

Comments: If the site is limited to the Dewey Square parcel, no historic buildings would be available. If the site is expanded to include the adjacent block, the 188,300 square feet of area in the three historic buildings could be considered. There are questions as to the availability of the Essex Hotel, however.



## Site "0"

Site "0" comprises a three-block area bounded by Tremont, Avery and Washington Streets and Temple Place. It is densely built with only 25,340 square feet of vacant land in 4 separated parcels (2,835, 11,485, 3,450, 7,570 square feet respectively). The site contains 32 historically and architecturally significant buildings and includes the Washington Street theaters Historic District (National Register), 511 through 549 Washington Street, the richest block in terms of theatrical history in Boston. Also, there are 5 buildings of moderate interest and 10 structures with little or no architectural merit.

11 Temple Place: circa 1840, is a 5-story brick building, typical of the period. The top two floors are a later addition.

19 Temple Place: circa 1840, is a 5-story brick building similar to 11.

23 Temple Place: circa 1850, is a 5-story granite building with a dentiled granite cornice and segmental arched windows.

25 Temple Place: 1907, Peabody & Stearns, architects. This is a 5-story loft building with slim stone-backed cast iron columns framing large areas of glass and terminating in a elaborate cornice and parapet.

29, 37, 41 Temple Place ("Temple Place"): 1868-9, N.J. Bradlee, architect. Although built as three separate (and slightly different) buildings, Temple Place forms a unique ensemble of granite mercantile buildings, rare survivors of the great fire of 1872. They are 5 stories in height, with colonnaded second floors and mansard roofs, Italianate in style. They are fine examples of the work of some of Boston's leading 19th-century architects.

45 Temple Place: circa 1890, is a 4-story granite mercantile building with a bracketed cornice in the Late Renaissance Revival style.

51 Temple Place: circa 1900, is a 4-story red brick mercantile building with a segmental arched pressed metal triple window bay and cornice.

55 Temple Place: 1926, Little & Russell, architects, is a 6-story cast concrete commercial building with classical detail. The etched windows on the store-front are noteworthy.

59 Temple Place (corner Washington): 1908, Arthur H. Bowditch, architect, is an 11-story white terra-cotta office building with fine Gothic detail. The slightly projecting, glass-topped windows on the second floor are unique.

3 West St. (corner Washington): 1904, Bowditch & Starrett, architects, is a 6-story tan brick office building with metal window bays (including broken pediments) and a heavy bracketed cornice.

7 West St.: Brattle Book Shop, circa 1830, is a 4-story, side gable brick house with 2 dormers and colonnaded second floor windows.

13 West St.: circa 1840, is a 3-story side gable brick house with splayed lintels.

16 West St.: 1922, J.D. Leland & Co., architects, is a 5-story limestone commercial building with an ornate metal cornice.

25 West St.: circa 1910, is a 5-story tan brick commercial building with an ornate terra-cotta cornice and metal oriel windows.



26 West St. (corner of Mason): 1906, Coolidge, Shepley, Bulfinch & Abbott, architects, is a 6-story modified Art Deco limestone commercial building with black iron window trim.

33 West St.: 1849, Hammatt Billings, architect, is a 5-story brownstone Renaissance Revival building with brownstone quoins. It was built as the Temple Club. The top floor is a later addition.

43 West St.: circa 1860, is a 5-story red brick former mansion with a fish scale slate mansard roof, 2 copper dormers, a cornice and 2 metal oriel windows.

147 Tremont St. (corner of West): circa 1900, is a 6-story limestone office building with Beaux Arts detail and elaborate cornice.

148 Tremont St. (corner of West): circa 1910, is an 11-story limestone office building topped by an impressive balustrade and clock.

150 Tremont St. (5 Mason St.): 1900, Winslow & Bigelow, architects, is a 10-story grey brick and terra-cotta office building. The Mason Street facade is a simplified version in red brick.

164 Tremont St.: 1810, Charles Bulfinch, architect. This is a 5-story house of handmade red brick laid in Flemish bond, is the last substantial vestige of Bulfinch's famous Colonnade Row. The building was altered in the 1870's with additions that included a metal cornice, mansard roof and 5-window dormer.

43 Mason St.: circa 1895, is a 5-story Roman brick building with a Dutch gable.

67 Mason St.: circa 1870, is a 5-story red brick building with a mansard roof and 4-story oriel window.

**NOTE:** The following 7 buildings are included in the Washington Street Theaters Historic District.

511 Washington St. (10 West): 1912, Bigelow, Kennard & Co., architects, is an elegant 8-story French Renaissance Revival limestone office building with a red slate and copper mansard roof.

515 Washington St.: The White Building, 1917, Blackall, Clapp & Wittemore, architects. This is a 5-story cast concrete U-shaped tower on a 2-story base. It is Commercial Style with Gothic detail.

523 Washington St.: Dobson Building/Modern Theater, 1876, Levi Newcomb & Son, architects, is a fine 5-story Ruskinian Gothic sandstone mercantile building with a gabled central bay. The Modern Theater with its elegant 2-story Florentine Renaissance Palladian arched white marble facade was added by architect C.H. Blackall and acoustician Wallace Sabine in 1913.

533 Washington St.: circa 1865, is a 4-story Panel Brick mercantile building with pink granite quoins, keystones and string courses. Carpenter Gothic tracery has been added to the second floor.

539 Washington St.: Savoy Theater, 1928, Thomas Lamb, architect. The facade is an elaborate melange of Hollywood Beaux Arts white terra-cotta garlands, cartouches, shields and urns. The lobbies and 2800-seat auditorium are sumptuously French Baroque with polychrome, gold, walnut and marble details. It was opened by Al Jolson and George M. Cohan and built as a memorial to B.F. Keith by Edward Albee and Joseph P. Kennedy on the foundations of the



second Boston Theater of 1854. The Boston Theater was the site of historic performances by Bernhardt, Paderewski, Victor Herbert, Mahler, Edwin Booth (playing the night his brother shot Lincoln), Caruso (debut). Helen Keller graduated here. The Metropolitan Opera debuted in 1883, and Boston premieres of Fidelio, Die Valkyrie, Manon, Faust, Carmen, La Boheme, The Ring and Tosca were seen here. Royalty and three presidents attended performances. The Savoy has recently been acquired by Sarah Caldwell's Opera Company of Boston.

745 Washington St.: circa 1855, is a 5-story granite Romanesque Revival building with a 4-dormered Mansard roof. It was built as the Adams House annex on the site of the Lion Tavern and the 1835 Lion Theater. In 1859 it became a minstrel hall and was rearranged as the Gaiety in 1878. In 1882 it was altered by architect George Wetherell as a "Museum of Curiosities" and the Bijou Theater for B.F. Keith and Edward Albee. Vaudeville was born in this building and the first movies were shown in 1896. It became the entrance to B.F. Keith's Theater which was designed in 1894 by J.B. McElfatrick.

549 Washington St.: Paramount Theater, 1932, Arthur H. Bowditch, architect. The tan limestone Art Deco facade frames a huge electrified sign and marquee and contains the most elaborate Art Deco interior in Boston, with ebony and walnut "chevron" woodwork and aluminum and gold decoration. It was the site of the 1745 Lamb Tavern and 2 successive Adams House hotels. The first Scotch highball was served in the second Adams House and the first stagecoach to Providence left from this site in 1767.

Comment: The historic buildings on this site are both numerous and varied. While there are several which could be readily adapted for Federal use, most (theaters, small mercantile buildings) would be impractical to use efficiently. Due to this concentration of historically and architecturally important buildings it would be impossible to assemble a sizeable parcel for new construction without demolishing them. Furthermore, a large new building would severely damage the scale and fabric of the area, particularly the Washington Street Theaters Historic District and Temple Place, two of the most significant streetscapes in Boston.

# Boston Preservation Alliance

an association of preservation organizations  
Room 944 City Hall, Boston, MA 02201

March 6, 1979

Mr. Lawrence F. Bretta  
Regional Administrator  
General Services Administration, Region 1  
John W. McCormack Post Office & Courthouse  
Boston, Mass. 02109

Dear Mr. Bretta:

In response to your request for additional information related to the remaining three sites under consideration for the new Boston Federal Office Building (designated A, K, L), I would like to offer a few comments on "An Evaluation of the Architectural Resources of Four Potential Sites for the New Boston Federal Building" (prepared by the Operational Planning Staff- LFG and the Historic Preservation Staff- PCHH), as well as on the potential impact of the project on the historic resources and urban composition of surrounding areas.

By and large the above "Evaluation" appears to confirm and reinforce the report which Angus Crowe and I prepared for you on the then seven potential sites. Since Site C, included in the Evaluation, is no longer under consideration, I will limit my comments to Sites A, K and L.

## SITE A

The Evaluation wisely observes that the Washington-Essex Building is sound, of architectural and historical merit, easily recyclable for federal use and represents a significant energy and material conservation resource. Demolition, from our perspective, would be an unacceptable option.

The impact of a 30-story tower on the Theater District in general and on the Washington Street Theaters Historic District, directly across the street, in particular- and even on the Boston Common, one block away- would be considerable, intensified by the absence of any other high-rise buildings nearby.

## SITE K

The problems attendant on converting this site to GSA use are correctly assessed in the Evaluation. The relatively small amount of vacant land is distributed in a non-useful configuration. The diversity of building types and sizes would make combined reuse

complicated if not impossible. Selective demolition to provide for new construction would be unacceptable for, as the Evaluation states, "among the properties of greatest historical interest are those whose retention would most adversely affect site development." Despite the Evaluation's consideration of total demolition as "one possible alternative," this solution would be nothing short of disastrous and would effectively destroy the Boston Theater District.

In addition to the innumerable historic buildings which would be negatively impacted by demolition and large-scale new construction on this site, the following National Register and Boston Landmark properties would be directly affected: The Washington Street Theaters Historic District, The Boston Common (both N.R. and B.L.), The Tremont Street Subway (a National Historic Landmark), The Boylston Building (corner of Boylston and Washington) and The Y.M.C. Union (48 Boylston). Furthermore, the entire Theater District is in process of being submitted for the National Register either as a multiple resource listing or Historic District.

While I agree that the buildings on Site K "do not create the stylistic continuum like that existing on Site C," I feel the Evaluation has missed the point of this diversity as the very basis of the Theater District's unique character. The District is composed of buildings of a variety of styles, shapes and sizes within a humane height limit of 12 stories, organized asymmetrically on an intricate pattern of streets, lanes and alleys. While it is one of Boston's richest areas, architecturally and historically, the Theater District is also extremely fragile and vulnerable, demanding the most sensitive planning for its revitalization or even survival.

Site K (as expanded to include the Tremont Street frontage) is a characteristic block, irregular in shape, penetrated by several lanes and cul de sacs, and containing 14 buildings, 12 of which are significant (with the other two being nearly so). While I disagree with the Evaluation's undervaluing of a number of these buildings, the main point is the ensemble: the unique way in which these buildings work together by virtue of their very diversity.

#### SITE L

The Church Green-South Station area is much less fragile in its architectural character than the Theater District and therefore would be less adversely affected by large-scale new construction. Where the Theater District lacks sizeable new construction, there are several high-rise buildings of recent vintage near Site L. Furthermore, the existing historic buildings in the Church Green area- both the "Commercial Palaces" (as the post-1872 fire mercantile buildings were then called) and the late-19th-century structures forming the Leather District (of which 80 and 100 Kingston Street are, as the Evaluation notes, a part)- tend to

be relatively large-boned and monumental in scale and detail, suggesting an easier adaptation to a sizeable new neighbor.

I totally agree with the Evaluation's recommendation of retaining all 8 historic buildings on the 3-block site, and of making the remainder available for new construction. The massive scale of the project can be minimized best by a combination of extensive historic building reuse and sufficient land where height and bulk of new construction can be controlled.

Site L can be viewed more as a design challenge than as a problem site. The opportunity for a creative amalgam of new and old seems much more apparent here than on Sites A and K. Whether the Bedford Building remains in private hands or is integrated into the project, it must be dealt with sensitively as must the slice of wedding cake at 100 Bedford Street. (The latter could be moved if necessary.) Bedford Street should be maintained as a visual easement which would not preclude its bridging over or tunnelling under.

In analyzing the impact of this project on the historic resources of the area we must consider not only the visual relationship between a massive new structure and clusters of small old buildings, but also the long range pressures created by potentially skyrocketing land values. In this regard Church Green seems much less vulnerable than the Theater District.

The Evaluation, in its conclusion, makes a valid point in stating: "If retention of historic structures on a site is made possible only by demolition of all others, preservation is being ill served." Such action would certainly violate the spirit of the Public Buildings Cooperative Use Act. If GSA determines that all sites are unfeasible without such demolition, then a site without historic structures, such as Site H on New Chardon Street, should perhaps be considered.

Or at the other extreme, GSA might look at the largest concentration of contiguous endangered old buildings, the Jordan Marsh Annex at Bedford and Washington, containing upwards of 430,000 square feet, thus reducing new space requirements almost by half. While this site is part of the contemplated Lafayette Place project, its viability appears questionable. And while admittedly a long-shot idea, a combined (or coordinated) Federal Building/Lafayette Place project might insure a unified and complete revitalization of the area rather than two potentially conflicting massive developments.

The impact of a million-square-foot building on downtown Boston will be massive because of its sheer size. This impact can be mitigated in three ways: (1) by its location in an area where existing structures are characterized by strength of design rather

Mr. Lawrence F. Bretta    March 6, 1979

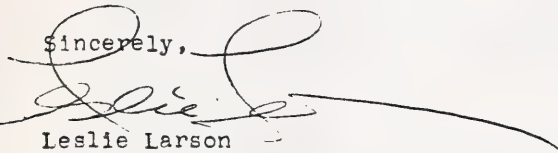
page 4

than fragility; (2) by the maximum reuse of historic buildings to reduce the scale of new construction; (3) by sensitive and imaginative design involving the use of quality materials in massing and detail to relate to the existing fabric.

The new Federal Office Building should be a "Boston" building and not simply that kind of anonymous federal building which one might expect to find in Houston or Los Angeles. It should derive from its site and the character of its host city, and not be imposed on them. I have the strong and comfortable feeling that you and Administrator Solomon are both aware of and concerned with this problem.

Please feel free to contact me if I can be of further assistance.

Sincerely,



Leslie Larson  
Chairman, Preservation Committee  
New England Chapter  
Society of Architectural Historians



- D. AN EVALUATION OF THE ARCHITECTURAL RESOURCES OF  
THREE POTENTIAL SITES FOR THE NEW BOSTON FEDERAL  
BUILDING - PREPARED BY GSA

## AN EVALUATION OF THE ARCHITECTURAL RESOURCES OF THREE POTENTIAL SITES FOR THE NEW BOSTON FEDERAL BUILDING

### Introduction

The recent attempt of the General Services Administration to reuse buildings of architectural and historical character, partially prompted by the Public Buildings Cooperative Use Act, has given the agency an unprecedented opportunity to aid in the preservation of our nation's architectural heritage. The new Boston Federal Building Project has demonstrated, however, that this opportunity has intrinsic problems. Several of these were expected. The old buildings require extensive rehabilitation to make them conform to present GSA standards for Government office space. More seriously, most old buildings available for Government reuse differ drastically from GSA's own historic properties.

The Government has been concerned from the early days of the Republic with structural permanence and fire safety. The Supervising Architect of the Treasury and his predecessors were pioneers in the use of central heating, structural metal, and many mechanical amenities. From the early 19th century Federal Buildings were large scaled, partly because they were viewed as symbols of the new nation and partially because the space requirements of the Government were already extensive by the early 1800's. Once this precedent of building monumental and enduring structures was set, the expansion of our country and its economic growth only solidified this practice.

By the last decade of the 19th century attitudes and building practices had been set which generated the bulk of GSA's historic properties and left the American town and cityscape altered. The early 20th century continued these processes. The Great Depression only intensified the desire for permanence and excellence in a period of austerity and uncertainty.

Architectural monumentality has been challenged in the later 20th century partially because largeness itself has become commonplace. The massive structures of the post war period have ruptured the urban texture and have dehumanized the environment of millions of Americans. In response, the Government has attempted to lower its profile and has endeavored to conform to and complement the existing urban environment rather than to recreate it.

The Public Buildings Cooperative Use Act manifests this new attitude towards the built environment and is a dramatic change from the Government's stance of the last few decades which precipitated urban renewal projects, demolishing the heart of many American cities large and small. The Boston Project gives the Government, and the community affected, the first opportunity to examine the implications of this envisioned change in satisfying Federal space requirements. Boston, as a location, will test in depth the viability of extensive reuse. The City's rich architectural heritage and historic significance will intensify both the opportunities and the problems and create a model of either success or failure for subsequent GSA projects.

The three final sites under consideration possess historic fabric: The Washington-Essex Site (A), The Boylston-Washington Site (K), and Church Green Site (L). After the sites were inventoried, the existing structures were evaluated by a uniform set of criteria:

1. The architectural and historic value of the structure in relation to local and area resources.
2. The contribution made by the structure to its environment.
3. The site integrity of the structure.
4. The physical and visual integrity of the structure.
5. The applicability of the structure to reuse.

#### Site A

Site A (Figure II-1) is occupied by one structure, the Washington-Essex Building, and the use of the site implies either retention or total demolition. The building possesses modest architectural interest and (because of the Essex Theatre) some historical significance. Although the building's ground area is the largest in the area, its non-assertive massing and details allow it to positively contribute to its environs. It would also mediate well between the existing small structures adjacent it and any proposed large scale new construction such as Lafayette Place. The only major alteration to the facade is a section of infill on Washington Street.

The building lends itself well to Federal reuse because it capsulates an entire city block and the floors are relatively unbroken by load bearing elements. The

structure is recyclable and its retention would constitute significant energy and material conservation. The site of the Hayward Place Garage would provide additional area unencumbered by historic properties.

### Site K

Site K is occupied by several structures of varying degrees of historical and architectural merit (Figure II-1). In order to create a feasible site for the proposed Federal Building, selective demolition would be required. The historic properties on Site K are not a cohesive assemblage; they vary greatly in scale and do not create a stylistic continuum. The contribution each structure makes to its environs is basically in its relation to the individual streetscapes and not to the site as a whole. Unfortunately, among the properties of greatest historical interest are those whose retention would most adversely affect site redevelopment.

Most of the historic fabric on the site has been severely altered, (e.g. 605 Washington Street) some past recognition, (e.g. 617 Washington Street). Because of the irregular configuration of the parcels and the disparity of construction techniques, the reuse potential of the historic properties is limited. If buildings are retained, outlease for multi-use appears to be the most feasible utilization. The other alternative would be to exclude retained structures from the redevelopment site.

The historic properties possessing the most visual integrity and allowing the most unimpeded site redevelopment are located on Tremont Street. Because corner structures are by nature more visually autonomous, the two brownstones at Avery Street and the Masonic Temple at Boylston Street would best survive some sort of adjacent redevelopment. These three structures, however, are similar in neither scale, style, nor materials. In addition, intervening new construction would be dominant visually regardless of scale simply because of the width of the new facade. The Masonic Building and the former Edison Building at 178 Tremont Street are the only structures similar in scale and style and large enough to function visually with the necessary scale of the new construction. Recessing the new construction back from the present building line and attempting to isolate the Masonic Temple and the two brownstones would wrench these structures out of their visual context, lessening their landmark value and weakening the argument for their retention.

Site K presents a serious problem for redevelopment if the preservation of historic structures on the site is to be one of the project goals. None of the buildings are of premier architectural quality. Several possess identifiable associative value. Few could survive the intended construction without being visually compromised. If the retention is to be selective, the structures one would retain on visual grounds would not be those retained for historical reasons. Regardless of the actual structure or structures retained, making the choice appear anything but arbitrary in light of the intended construction would be most difficult.

### Site L

Site L (Figure II-2) does not possess a great deal of coherence; however, the existing significant structures were all built within the last quarter of the 19th century. The streetscape from 87 Summer Street to 99 Bedford Street displays significant integrity and is interrupted only once between 93 and 101 Summer Street. Sympathetic infill would easily be achieved at minimal expense.

The other three significant structures, 100 Bedford Street and 80 and 100 Kingston Street, although isolated on the site, are visually part of the garment district. This area, centered on Essex Street, is composed of architecturally significant buildings remarkably unaltered which create a recognizable and cohesive architectural district of visual merit and local landmark value. The demolition of 80 to 100 Kingston Street would constitute a diminution rather than an interruption of the garment district. 100 Bedford Street, although altered, possesses sufficient integrity to be considered architecturally distinguished. Unlike the other historic structures, it does not conform to its environs architecturally. Although its development of the intersection of Kingston and Bedford Streets is a definite enhancement to the area, its small scale presents a severe problem if adjacent new construction is to be sympathetic. The row of significant later 19th century buildings opposite 100 Bedford Street on Kingston Street would contribute to and would be enhanced by a redevelopment of Site L compatible with the Summer and Lincoln Streets properties.

The largest and most significant structure on the site is the Bedford Building. Its position on a side street makes it difficult to defer to architecturally and to use as a visual anchor in the redevelopment. A significant change in



building height adjacent the Bedford Building would be difficult to view as nonadverse. The block bounded by Bedford, Columbia, Essex and Kingston Streets appears to be the location where high-rise construction would have the least effect on the architectural resources of the site.

### Conclusion

As mentioned in the introduction, the opportunity for incorporating historic fabric into new construction is beset by many problems which are intensified if the suitability of the resources for reuse is not one of the initial determinants in site selection. If retention of historic structures on a site is made possible only by demolition of all others, preservation is being ill served. If the retention of older building stock allows only the design of a new structure that is undistinguished if not defective, the Federal project has not contributed to the urban environment visually, but has simply created a legacy of architectural mediocrity.

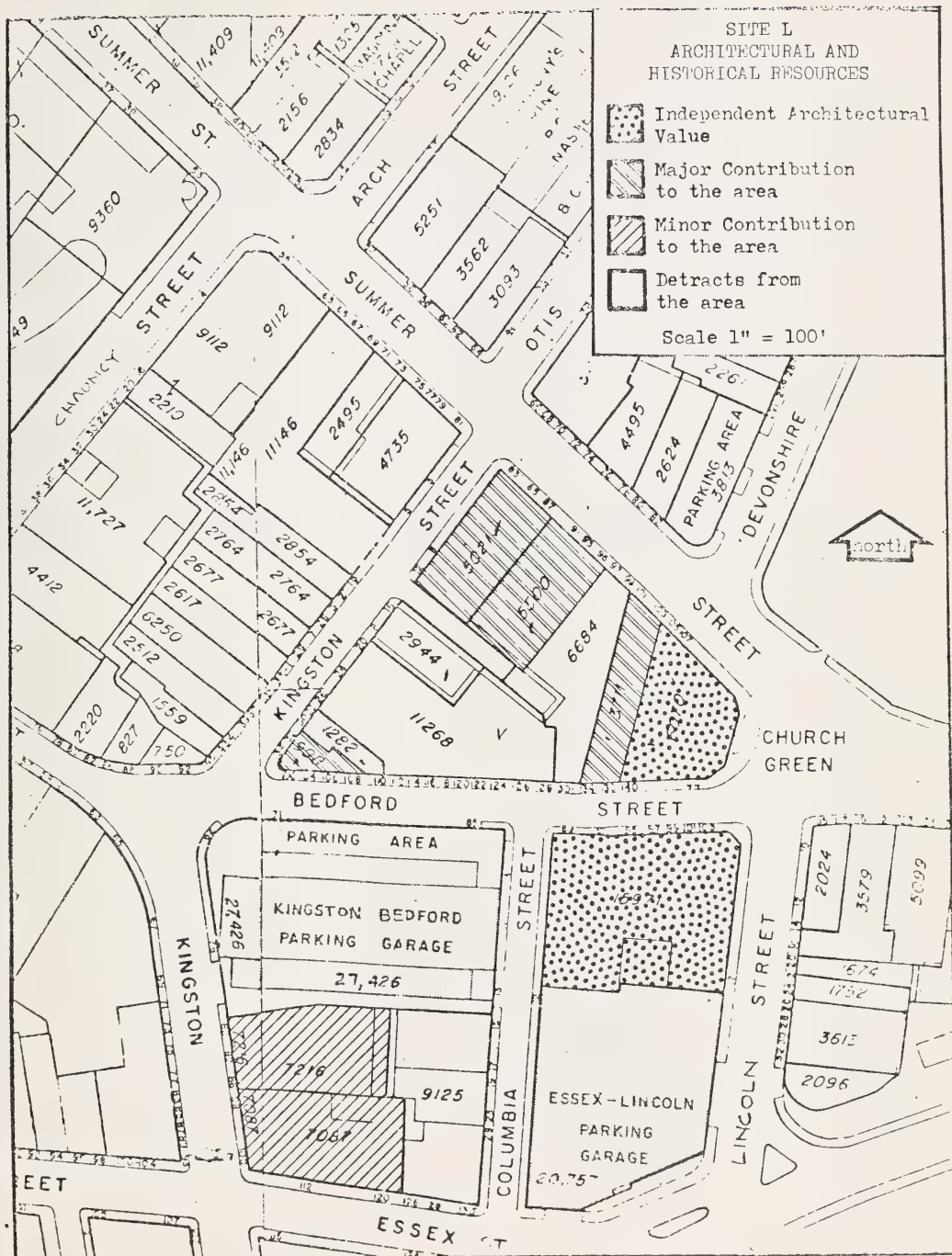
If any demolition of potentially significant structures is contemplated by GSA, it has the responsibility to determine the value of the resource. GSA is obliged to apply the Criteria of Eligibility for listing on the National Register in consultation with the Commonwealth of Massachusetts. If the property appears to meet the criteria or if there is a question in this regard, GSA must seek from the Secretary of the Interior a Determination of Eligibility. It is the responsibility of GSA to provide the necessary documentation for this determination.

If the property is determined eligible, an adverse effect is imputed by the Advisory Council's Regulations. GSA shall, therefore, prepare and submit a Preliminary Case Report, notify the Massachusetts Historic Preservation Officer, and proceed with the consultation process set forth in Section 800.6 of the Advisory Council Regulations. The Council will sign a Memorandum of Agreement relating to a project requiring demolition only if it has been demonstrated that there are no feasible or prudent alternatives which would avoid or satisfactorily mitigate the adversity, and that it is in the public interest to proceed with the undertaking.

Demolition is not the only action which is considered adverse. Alteration of the property or its surrounding environment and introduction of elements that are out of character with the property are also potentially adverse.

Any of these actions would require a Determination of Effect in consultation with the Massachusetts Historic Preservation Officer. If effect were determined to exist, a Determination of Adverse Effect would have to be made. If adversity were found, the process with the Advisory Council would be the same as for demolition.









E. SUMMARY OF GSA PROCDFURES FOR PROCESSING ENVIRONMENTAL  
IMPACT STATEMENTS

## SUMMARY OF GSA PROCEDURES FOR PROCESSING ENVIRONMENTAL IMPACT STATEMENTS (DELINEATED AREA vs SPECIFIC SITES)

GSA is a Federal agency vested with statutory authority to provide Federal agencies with the space necessary to carry out mandated functions. Prior to the construction, alteration, lease-purchase, or acquisition of such space exceeding established statutory cost minimums, a prospectus document must be filed for approval by resolution of Public Works Committees of the House and Senate of the U.S. Congress. The prospectus document details the proposed project plan to satisfy Federal agency space needs which are determined by agency request and evaluation of space availability.

Except in special limited circumstances, site selection is not addressed in the prospectus document. As the submission of the prospectus is a critical point in the decisionmaking process, and a prospectus may be construed as a proposal for legislation, GSA submits a Draft EIS to the Congressional Committees. The Draft EIS is based upon a "delineated area", within which, should Congressional Committee approval be forthcoming, the site investigation will transpire. The "delineated area" development is the product of a model which is based on program requirements, Federal policies, and environmental factors. Specific sites are not described for consideration in the Draft EIS, but are analyzed in depth in a comparative evaluation included in the Final EIS.

Should specific sites be revealed in a Draft EIS for public review prior to project authorization and appropriation, there would be accompanying repercussions and undue disruptions to the real property acquisition process without corresponding benefit. Property owners of all sites would be faced with reluctant buyers who would be hesitant to become involved in moves which could prove short-lived, potential site prices could skyrocket due to speculation, and tenants occupying a facility might vacate the premises in false anticipation of the Government action.

To maximize public participation in the environmental process, GSA procedures include public hearings and meetings with public officials to discuss the site investigation report, the formal preparation of which commences subsequent to project authorization. The site investigation team's recommendations are based in part on an evaluation of the environmental factors in the Draft EIS and comments on the Draft EIS. The Site Investigation Report summarizes the team's findings and is submitted to the GSA Administrator

with the Final EIS for final site selection. Final administrative actions in the form of actual site acquisition and the sending of notices of relocation, should they prove necessary, do not take place until at least 30 days subsequent to the filing of the Final EIS with the Environmental Protection Agency. During this 30-day moratorium period, comments having bearing on factors relative to essential points involved in the final decision are accepted, reviewed, and included as a part of the official administrative report.

Due to the potential historic preservation impacts of the proposed Boston project, GSA is supplying additional site specific information ahead of that supplied in the formal Final EIS document. The information was made available to provide for public input into the actual site selection process and to help accurately assess public preferences and sentiments with regard to a particular site.



F. PUBLIC HEARING TRANSCRIPTS OF JUNE 26, 1979 AND MAY 6, 1980



# UNITED STATES OF AMERICA

GENERAL SERVICES ADMINISTRATION

## Stenographic Transcript Of HEARINGS

IN THE MATTER OF:

NEW FEDERAL OFFICE BUILDING  
IN BOSTON, MASSACHUSETTS

PLACE: Boston, Massachusetts

DATE: June 25, 1973

VOLUME: 1

PAGES: 1 thru 56

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UNITED STATES GENERAL SERVICES ADMINISTRATION

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PUBLIC HEARING RE: :  
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NEW FEDERAL OFFICE BUILDING :  
IN BOSTON, MASSACHUSETTS :  
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Boston Faneul Hall  
Boston, Massachusetts

Thursday, June 26, 1979

The above-entitled matter came on for hearing,  
pursuant to notice at 7:04 p.m.

BEFORE:

LAURENCE F. BRETTE, Presiding Officer

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STATEMENT OF:PAGE

WILLIAM R. PICCARD

The Modern Theater,

Washington/Tremont Street Neighborhood Association 53

P R O C E E D I N G S

(7:04 p.m.)

CHAIRMAN BRETТА: Good evening ladies and gentlemen.

My name is Lawrence F. Bretta, and I am the regional administrator for the General Services Administration here in New England.

On January 31st, 1979, at a public meeting in this historic hall we began the formal site investigation for the new Boston Federal Office Building.

At that meeting 27 people spoke from the floor and 15 potential sites were publicly identified. A site team of real estate specialists, appraisers, planners and engineers have subsequently reviewed all the office sites.

As a result of this study a site investigation team has recommended for possible selection, three sites which I will now list but not necessarily in order of preference: Site A bounded by Washington and Essex Streets, Norfolk Place and Harrison Avenue; Site K bounded by Tremont Street, Boyleston, Washington and Avery Streets, but excluding the Masonic Temple at Tremont and Boyleston Streets; Site L bounded by Summer, Kingston, Essex and Lincoln Streets.

Tonight's hearing is being held for the sole purpose of receiving comments on a draft environmental impact statement dated March 31st, 1978 and the additional environmental data dated May 31st, 1979.

The additional environmental data has been prepared



1 with information specific to three potential sites, and not only  
2 addresses the comments previously received on the draft  
3 environmental impact statement, but also some of the various  
4 concerns raised by interested parties during the site  
5 investigation.

6           Persons desiring to present oral comments are  
7 requested to register at the table provided in the rear of the  
8 hall. They will be recognized by the chair in order of  
9 registration and allotted five minutes in which to present their  
10 comments on the environmental impact statement.

11           Copies of both the draft environmental impact  
12 statement and the additional environmental data have been made  
13 available to the public since June 1st, 1979, at the General  
14 Services Administration Business Service Center at the John  
15 W. McCormack Post Office and Court House Building, and at the  
16 Boston Public Library main facility in Copley Square.

17           It is not our purpose tonight and I specifically ask  
18 that the speakers not attempt to establish priorities or  
19 related ranking of sites.

20           This hearing is not a question and answer session,  
21 but rather a forum for the public to present their views and  
22 their concerns on the environmental impact statement for the  
23 proposed project.

24           All comments received at this hearing and before the  
25 close of the extended committing period on July 10th, 1979, will

1 be addressed in the final environmental impact statement, and  
2 will aid our administrator in Washington with the final site  
3 selection.

4 The proposed time frame for remaining actions in this  
5 process are: The public hearing should receive comments on the  
6 draft environmental impact statement and the additional environ-  
7 mental data which is tonight, and if necessary tomorrow night,  
8 June 27th, 1979.

9 The extension is to July 10th, 1979 of the draft  
10 environmental statement commenting period for the purposes of  
11 receiving additional comments on the draft environmental state-  
12 ment and the more recently developed additional environmental  
13 data.

14 The filing of the final environmental impact statement  
15 with the Environmental Protection Agency which is scheduled to  
16 appear we hope about mid-November 1979.

17 The site selection will be made by the administrator  
18 of the General Services Administration 30 days after the filing  
19 of the final environmental with the Environmental Protection  
20 Agency.

21 The operating rules for this hearing tonight are:  
22 (1) Speakers must register and will be recognized by the chair  
23 in order of registration. There is a limit of one speaker per  
24 group.

25 Two, each speaker is asked to limit his or her comments

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1 to five minutes, and the chair reserves the right to withdraw  
2 recognition of the speaker if this is exceeded. Comments may  
3 be extended in writing through submission to me at the conclusion  
4 of the hearing or by mail.

5 Three, there is a court reporter making a verbatim  
6 transcript of this hearing. Each speaker is asked to clearly  
7 state name and affiliation if any.

8 A copy of the transcript will be made available for  
9 review on July 5 and 6, 1979 in the General Services Business  
10 Service Center, Room L-1 in the John W. McCormack Post Office  
11 and Court House.

12 The transcript will also be included as part of the  
13 final environmental impact statement. Four, I call your attention  
14 that there is no smoking allowed in the hall.

15 Five, the hall closes at 11:00 p.m., and if we do not  
16 conclude the hearing by that hour we will reconvene here  
17 tomorrow night at 7:00 p.m.

18 I indicated at the beginning of the meeting that we  
19 have some pre-registration by phone. We have nine of those  
20 and we then start with the names that are in the book at the  
21 back of the hall.

22 Would someone, please, bring down the list of names  
23 in the back of the hall to me now?

24 Thank you. The first speaker of the evening is  
25 Mr. Henry Lee who is representing the Friends of the Public

1 Garden and Common. Mr. Lee.

2 STATEMENT OF HENRY LEE

3 PRESIDENT OF THE FRIENDS OF PUBLIC GARDEN AND COMMON

4 MR. LEE: My name is Henry Lee, President of the  
5 Friends of the Public Garden and Common, and on behalf of that  
6 organization I wish to register our deep concern on the prospect  
7 of the construction of the Boylston, Washington, Avery and  
8 Tremont Streets block of a building of the mammoth size envisioned  
9 with the Federal Office Building.

10 Among the sites concerned both the three now under  
11 study and others, we regard the Tremont block as the least  
12 acceptable. There are many reasons for this conclusion that  
13 others will undoubtedly speak on during the course of the  
14 evening including traffic congestion, destruction of worthy  
15 buildings, removal of buildings from the city tax roles, lack  
16 of economic impact on weekerds and evenings, the fact that it  
17 opposes, indeed effectively eliminates the plans recommended for  
18 the block revival by the Boston Redevelopment Authority.

19 These arguments alone would make the block inappropriate  
20 for such a building. However, our specific concern is the  
21 impact that this massive structure on public enjoyment of the  
22 Boston Common through traffic impaction, through increased  
23 stress on the Common for which there are compensatory maintenance  
24 funds, through visual impairment, through destruction of the  
25 scale and architectural character of the district by the adverse

1 effect of wind currents both in terms of velocity and wind  
2 chill factor at a place already cold and windy, and by the  
3 long shadows the building will inevitably cast across the  
4 Common.

5 If anyone wants a mild taste of the effects, you may  
6 walk by the moderately sized Tremont on the Common and note  
7 the change in atmosphere that exists there now.

8 The GSA has indicated in its preliminary environmental  
9 impact study that it places emphasis on avoiding selection of  
10 the site which would have an adverse effect on historic cultural  
11 property.

12 I submit that no property in this city has greater  
13 historic and cultural value than the Common. Two years ago  
14 the zoning commission passed regulations limiting building  
15 heights around the Common and Public Garden.

16 They did so because the city recognized that high  
17 buildings would be detrimental to these parks. The GSA has  
18 implied that by adhering to the hundred foot setback it has  
19 complied with these regulations, but a building of the height  
20 necessary to encompass one million square feet or more would  
21 be a clear breach of certainly the spirit and intent of the  
22 present zoning restriction.

23 The building would be in fact a direct contradiction  
24 of rules designed to protect these two historic parks. It  
25 would moreover set a dangerous precedent since one building will



1 surely be followed by others until these parks are forever  
2 shadowed.

3 There are almost 350 years the Common was born to  
4 the people of Boston, and as the city has become more urbanized  
5 its importance has steadily increased.

6 As Senator Kennedy has written the Common gives  
7 every man in Boston an estate, a place to relax in the sun  
8 before plunging into the life of the city.

9 That estate is less for the rich than for those who  
10 do not have gardens and country houses or perhaps much lobbying  
11 power.

12 I do not speak here tonight as an environmentalist or  
13 a preservationist. I speak as a citizen of the city concerned  
14 for the fabric of life here.

15 To construct the enormous office building in this  
16 block may benefit some large stores and landowners but the  
17 price will be paid by the general public.

18 Whatever sites that are available with equal or better  
19 economic advantages to the city, it is not conjurable to  
20 endanger a public heritage held for everyone simply to please  
21 a few.

22 In his guide to Boston in 1842, John Bigelow noted  
23 the attraction of the Common as the unobstructive site of the  
24 Heavens above it. Fifty acres of blue sky guarantee it against  
25 encroachment of brick walls forever. We should consider very

1 carefully before withdrawing that guarantee. Thank you.

2 CHAIRMAN BRETТА: Thank you very much, Mr. Lee.

3 I would sincerely appreciate no applause for any  
4 of the speakers for or against of any of the sites. In that  
5 way I think we can get through the proceeding much quicker.

6 Ms. Marcia Meyers.

7 VOICE: Ms. Meyers was unable to attend.

8 CHAIRMAN BRETТА: All right, thank you very much.

9 Roger Webb from the Boston Preservation Alliance.

10 STATEMENT OF ROGER WEBB

11 BOSTON PRESERVATION ALLIANCE

12 MR. WEBB: Thank you, Mr. Bretta. My name is Roger  
13 Webb, and I am chairman of the Federal Office Building  
14 Committee of the Boston Preservation Alliance.

15 The Alliance is a group of 25 historical societies  
16 and preservation organizations in the city of Boston. We have  
17 been pleased to assist the GSA regional office so far in the  
18 site selection process, and we hope that we can continue our  
19 good working relationship throughout the rest of this project.

20 The Alliance will supplement these comments on the  
21 draft environmental impact statement and additional environmental  
22 data by a written statement which will be submitted by the  
23 July 10th deadline.

24 This evening if I could briefly first of all for the  
25 record note that the Preservation Alliance has been working as

1 an independent entity, not as a subsidiary of the advisory  
2 council as suggested on page 20 and 62 of the additional  
3 environmental data.

4 We of course worked in close cooperation with the  
5 council as we have with the GSA, but the report should reflect  
6 that the alliance is entitled and should have a space of its  
7 own in this process.

8 In our opinion the principal shortcoming of the draft  
9 statement and additional data is the lack of a conservator's  
10 report.

11 Except for the in-house findings contained in Appendix  
12 2 and a map, Figure 7, that omits the important Washington  
13 Street Theater District from the properties listed in the  
14 National Register of Historic Places, there is no data on  
15 historic resources in the three proposed sites.

16 We are aware that the conservator's report is in  
17 preparation and will be published, and that the GSA will solicit  
18 comments from the Alliance and from other groups, but it is  
19 essential that the historical properties be identified and  
20 any adverse effects mitigated.

21 Secondly on page 62 there is only a citation of the  
22 goal of reusing historic structures on a site. On 62 this is  
23 the only citation, but this is mandatory for all sites, not just  
24 the one L.

25 It is a consideration required by the Public Buildings

1 Cooperative Use Act which allows elimination of a reuse option  
2 only if it is shown to be infeasible.

3 The final EIS should address the whole issue of  
4 reuse in detail we feel and include the criteria used to  
5 determine reusability.

6 Even the in-house report, Appendix 2, implies on  
7 page 118 that the preservation of historic properties may not  
8 be a goal on one of the sites, but the law demands that it  
9 be a goal.

10 Finally, we have a couple of comments related to  
11 minor points that need clarification. Page 18, additional  
12 data report notes the Church Green site must be included in  
13 the taking of the Lincoln Street Garage, but the Alliance's  
14 work on this site has not included either this property or the  
15 Bedford Building, and we still find reuse and new construction  
16 on this site feasible.

17 On page 21 it should be added that studies on the  
18 Tremont, Avery and 600 Washington Street sites were attempted  
19 by the Alliance members and our conclusion was that the  
20 Cooperative Use Act requirements and the Federal Space require-  
21 ments could not both be met on those two sites.

22 We hope that the site selection and all other parts  
23 of the project will be as open and public as they have been  
24 so far. The Boston Preservation Alliance stands ready to help  
25 in any way possible. Thank you.

1 CHAIRMAN BRETТА: Thank you very much, Mr. Webb.

2 I would like add at this point about the fact that  
3 you brought up about the conservator that we have contracted  
4 a conservator, and a report is due to us on July 2nd. There  
5 is no question that this will be made part of our environmental  
6 impact statement. So thank you once again for bringing it to  
7 our attention.

8 Angus W. Crowe, Historic Resources Committee, the  
9 Boston Society of Architects. Angus?

10 STATEMENT OF ANGUS W. CROWE

11 HISTORIC RESOURCES COMMITTEE, THE  
12 BOSTON SOCIETY OF ARCHITECTS

13 MR. CROWE: Good evening. Thank you for this oppor-  
14 tunity to present thoughts of the committee of the BSA.

15 CHAIRMAN BRETТА: Angus, could you speak just a little  
16 bit louder?

17 MR. CROWE: Is this louder? I cannot tell the  
18 difference.

19 CHAIRMAN BRETТА: That is fine.

20 MR. CROWE: From the outset, the Historic Resources  
21 Committee of the BSA has been concerned the implications of any  
22 large project on the delicate urban property of the city of  
23 Boston.

24 The HRC has monitored the activity of the Boston  
25 Preservation Alliance from their initial report dated October 1,



1 1978 and concurs with their findings and recommendations in that  
2 report and in subsequent statements and reports to date.

3 In reviewing the recent material from GSA the HRC  
4 has been additionally concerned about apparent insufficiencies  
5 in draft additional environmental data.

6 Point one, no evaluation for sites for national  
7 register eligibility; the second point is the limited investiga-  
8 tion of reusability; third point, selective analysis of critical  
9 issues such as shadow effects, relocation requirements, impact  
10 on ongoing redevelopment projects such as the activity in the  
11 Theater District and Lafayette Place.

12 Local involvement as cited on page 20 is critical  
13 in a major project of this type, and should be continued at the  
14 level to which the GSA regional office has so wisely undertaken  
15 to date.

16 We encourage continual involvement of the Boston  
17 Preservation Alliance in this project and process. The Historic  
18 Resources Committee will be monitoring the Preservation Alliance  
19 activities.

20 The Historic Resources Committee will submit further  
21 comments in writing before the July 10th deadline. These are  
22 just a few comments this evening.

23 CHAIRMAN BRETТА: Thank you very much, Angus.

24 Mr. Roger Lang, GSA Historic Preservation Task Force.  
25

1 STATEMENT OF ROGER LANG

2 GSA HISTORIC PRESERVATION TASK FORCE

XXXXXX 3 MR. LANG: Mr. Bretta, ladies and gentlemen, I am  
4 Roger Lang. I am the vice chairman of the Boston Landmarks  
5 Commission and is privileged to serve as a member of the GSA  
6 Task Force on Historic Preservation whose report was submitted  
7 and subsequently accepted by the administrator of the General  
8 Services Administration in February of this year.

9 I have been authorized by the Commission at its  
10 meeting today to speak to you on its behalf at this hearing.  
11 the Commission will supply additional comments prior to  
12 July 10th, but I would like to stress at this hearing certain  
13 issues which the Commission feels to be important.

14 Among these is the issue of timing of the site  
15 selection with respect to additional information such as that  
16 which is being heard this evening.

17 It is the view of the Boston Landmarks Commission that  
18 the selection should not proceed prior to first the determina-  
19 tion of eligibility for the national register of historic  
20 places within each of the three sites, second, a detailed  
21 analysis of the feasibility of reusing the property of  
22 architectural or historical value within the three sites  
23 whether or not such property is eligible for the register, and  
24 finally the impact of the new construction component of any  
25 of the sites under consideration or other sites on resources

1 within each site and adjacent if there is architectural and  
2 historical value.

3 This is a project of considerable significance to  
4 the city of Boston and one which greatly concerns the Landmarks  
5 Commission. The information obtained to date and included in  
6 the report on the additional environmental data is in our view  
7 insufficient to assess the effect of the proposed project or  
8 to evaluate the relative appropriateness of the sites with  
9 respect to the city's goals.

10 I would like add one technical postscript to the  
11 Landmark Commission's testimony regarding the additional  
12 environmental data. Appendix I fails to note that the  
13 Landmark Commission's submission of comments on the draft  
14 environmental statement, and I will submit another copy of  
15 those within the current filing period so that can be remedied.

16 In the brief time available I would also like to  
17 share several of the comments of the administrator's task force  
18 on historic preservation which I think have a bearing on the  
19 matters being heard this evening.

20 I realize that in the nature of an organization as  
21 large as GSA all of this information may not have reached a  
22 reasonable level and be at the point of implementation, but I  
23 think it is useful to use as a goal setting device.

24 First, with respect to local involvement the task  
25 force noted that GSA should develop a new and fruitful alliance

1 on the local level involving planners, preservationists,  
2 architects, developers, bankers, historians, critics, local  
3 government officials and citizen activists.

4 This type of interest should be represented early on  
5 in the development of GSA's historic preservation projects to  
6 ensure that whatever the agency undertakes is a part of the  
7 community in which it impacts on.

8 I think that in this regard the region has been  
9 very forthcoming in involving a variety of citizen groups in  
10 its planning to date, and we trust that that involvement for  
11 the Landmarks Commission and the Preservation Alliance and a  
12 number of others will continue throughout this site selection  
13 process and through the subsequent design and construction  
14 phases.

15 If there is precedent in Savannah for example recently  
16 for this kind of involvement, certainly I think the groups  
17 involved in this case have should themselves to be dedicated and  
18 competent and willing work hard to get a good building for  
19 Boston.

20 On other matters the Public Buildings Cooperative  
21 Use Act I think desires a higher priority in the additional  
22 information than it has been accorded. The report I believe  
23 should acknowledge the preservation and the use goal inclusive  
24 in the Public Buildings Cooperative Use Act.

25 Also I want to express some concern about the extent of

1 space allocation for multi-purpose space. I note that only  
2 22,000 square feet of the 638,000 occupiable has been assigned  
3 for that purpose which is approximately 3-1/2 percent, whereas  
4 the ceiling in the Act is 10 percent.

5 This follows on the heels of recent evidence for  
6 example in St. Louis where such small allocations of space do  
7 not appear to create the kind of critical mass necessary to  
8 create the liveliness and the diversity that they are seeking  
9 in public building.

10 I encourage you to reconsider that space allocation  
11 and to expand it in the final program. Third, I note that one  
12 of the -- that the alternative of the continuing out space was  
13 procured in part because of the Economy Act of 1932-1933.

14 It should be encouraging that one ceiling is noted  
15 by the task force, and it has been recommended that GSA should  
16 seek congressional appeal apportioned to the Economy Act which  
17 establishes many ceilings at a minimum.

18 I realize that an appeal has been unsuccessfully  
19 sought before, but this is a more limited goal, and if it is  
20 not reasonable or politically feasible to do so, a provision  
21 of the Act which would permit for example GSA Region 1 to  
22 lease space in the downtown court and is under consideration by  
23 the GSA counsel, at least that is my understanding.

24 Two other quick items are the kinds of inefficiencies  
25 and unevenness of analyses that have been cited by others here



1 are the concern to the Commission and to the task force, and  
2 I think that whatever can be done in the subsequent periods  
3 to buttress those issues is appropriate.

4 Finally, I simply close with the plea that we manage  
5 to work together to keep preservation in this project throughout  
6 its apparent history. Thank you.

7 CHAIRMAN BRETTEA: Thank you very much, Roger.

8 Mr. Leslie Larson who is representing the Society  
9 of Architectural Historians.

XX 10 STATEMENT OF LESLIE LARSON

11 SOCIETY OF ARCHITECTURAL HISTORIANS

12 MR. LARSON: Thank you. Rarely do environmental  
13 impact statements serve their intended purpose mainly to  
14 protect the environment. More often than not they are misleading,  
15 bias and self-serving documents designed to placate the public  
16 and push devious projects across the series of linking  
17 government agencies.

18 The draft EIS for the proposed new Boston Federal Office  
19 Building is certainly no exception dealing as it does with none  
20 of the issues in depth and failing to mention a number of the  
21 most fundamental issues at all.

22 The draft EIS makes no attempt to demonstrate the  
23 fundamental needs of the project. While 31 separate agencies  
24 are listed as potential tenants, no documentation is offered  
25 that their mutual proximity is beneficial let alone necessary.

1 In fact most agencies operate quite independently regardless  
2 of their domains.

3 Convenience to the public is one reason given for  
4 spending \$75 million of the public's money although no  
5 statistics are offered as to the number of agencies listed.  
6 In fact federal agencies will still be located in at least  
7 five other government buildings and most likely in additional  
8 leased space as well.

9 No evidence is included in the draft EIS that  
10 increased efficiency will result. Approximately one-third of  
11 all energy consumed in the U.S. involves buildings.

12 There are three types of consumption: (1) embodied  
13 or construction introduced, the process in putting materials  
14 in place, (2) demolition energy, (3), operating energy, heat  
15 light, et cetera.

16 For example, eight bricks embody the energy equivalent  
17 of one gallon of gasoline. While the million square foot  
18 proposed federal office building would require nonrecoverable  
19 energy of btu's probably numbering in the trillions, not a  
20 mention was made in the draft EIS of an energy impact, say an  
21 estimate of kilowatt hours and pounds of steam per year.

22 This is unforgiveable in light of the critical  
23 current and future energy situation. There was no attempt to  
24 compare the energy expenditure for the new building with the  
25 continued leased space.

1           The draft EIS offers no rational economic justification  
2 for the project. The GSA presently leases about 5,065,000  
3 square feet of space for about 4.4 million, occupants of  
4 386,200 square feet will be relocated in the new building  
5 leaving about 178,800 square feet in leased space paying  
6 approximately 1.4 million in rent.

7           The GSA will save tremendously but the draft EIS  
8 does not even hint at the cost of operating the new building.  
9 The GSA would be economically ahead by investing 75 million  
10 and keeping the leased space.

11           Mayor White's letter attached to the draft EIS stated,  
12 "The City cannot cooperate in the removal of any further  
13 property from the tax roles unless and until a prior written  
14 agreement is reached regarding payment of removed taxes."

15           The draft EIS contorts itself into a position that  
16 the city will actually gain taxes. In fact all three sites  
17 being considered deliver substantial tax to the city with the  
18 seemingly preferred Site K on Tremont Street returning the most.

19           If no federal office building is constructed these  
20 sites will undoubtedly be improved privately with substantial  
21 increase in taxes as a result.

22           Also federal agencies presently in leased space are  
23 indirectly responsible for an estimated \$500,000 in real estate  
24 taxes.

1 the preservation of those buildings by keeping them economically  
2 viable.

3 If the GSA does not build, it will help ensure a tight  
4 office market which will in turn stimulate private construction  
5 yielding the same construction jobs plus substantial taxes with  
6 no cost to the taxpayer.

7 All large scale buildings, those with greater bulk  
8 than say the little building or the exchange building have left  
9 a legacy of negative impacts on Boston. The proposed federal  
10 office building would be no exception.

11 This would actually include on a massive scale  
12 increased density and congestion, traffic, shadows, winds,  
13 energy, pollution and impacts on historic structures and  
14 streetscapes.

15 Witness the Prudential Center, a disaster in all  
16 directions. The Hancock towers a four million square foot  
17 shadow. One Beacon Street is a continuous mini tornado.

18 If Boston was a city of numerous scaled elements and  
19 it does not need or desire another federal building. Although  
20 the GSA paid grudging lip service to the Public Buildings  
21 Cooperative Use Act, this Act was doomed to failure in Boston  
22 due to the irreconcilable conflict of scale between Boston  
23 buildings and GSA's inflexible insistence on crowding a million  
24 square feet on a single site.

25 None of the three proposed sites will accommodate GSA's

1 bulk requirements with anything approaching grace. This is  
2 most particularly true of the Tremont Street site, Site K, to  
3 which the draft EIS exhibits a favorable bias.

4 On behalf of Preservation Alliance has submitted two  
5 documents to GSA which dealt with the detail of the unaccept-  
6 ability of this site. Neither of these found its way into the  
7 draft EIS which I resent.

8 As I pointed out the block contains 14 buildings  
9 of architectural and historical importance including Boston's  
10 two oldest theaters. It is an essential part of the Theater  
11 District.

12 Federal offices would be an inappropriate use, and  
13 a large scale building of this type would effectively destroy  
14 the theater district just as it was about enjoy its rebirth.

15 Only one site would enjoy some benefits from a large  
16 scale government building, the previously considered Site H on  
17 It is in government center which is appropriate and convenient.  
18 It is vacant, nontaxable. There would be minimal construction  
19 problems.

20 A new building there would eliminate an ugly vacant  
21 lot, complete the Drury Building and have minimal impact on  
22 historic resources.

23 The draft EIS miserably fails to demonstrate that the  
24 proposed federal office building would positively impact the  
25 Boston environment. In fact the draft EIS fails to justify the



1 very existence of such a building.

2           However those of us who were not born yesterday  
3 realize the extremely remoteness of this project determined  
4 on its merits. It will in all likelihood be a political  
5 decision by the Speaker of the House of Representatives.  
6 Thank you.

7           CHAIRMAN BRETТА: Thank you, Les.

8           Mr. Robert Coard who is the Executive Director of  
9 the ABCD Program. Mr. Coard.

10                       STATEMENT OF ROBERT COARD

11                       EXECUTIVE DIRECTOR OF THE ABCD PROGRAM

12           MR. COARD: Thank you, sir. Mr. Chairman, I am the  
13 executive director for Action for Boston Community Development  
14 better known as ABCD which is a community action agency for  
15 the city of Boston and runs anti-poverty programs for Boston.

16           It is a fairly large agency with neighborhood  
17 operations throughout the city, and our downtown headquarters  
18 is a neutral site where a lot of activity takes place that  
19 deals with the entire city of Boston and some of the suburban  
20 areas.

21           We also have a branch of our state community college  
22 system operating at the headquarters again with this mutual  
23 territory attended by people from all over the city of Boston,  
24 some 4-500 persons so enrolled and going outwards day and night.

25           It is a very important thing. We just moved into the

1 building. We purchased the building recently, several months  
2 ago; after searching for something like six years for a good  
3 building that was downtown and that was away from good, excellent  
4 conditions because we do not have much money for renovations.

5 So we purchased the building that was formally used  
6 by the State Department of Education, and it was in excellent  
7 condition. They spent about one million dollars renovating it  
8 from what I understand. It is in excellent condition.

9 One of the things we have also tried to do given the  
10 fact of the closest of this building to the combat zone is to  
11 try to build some elderly housing right around the building.

12 We started doing that until you put your map out, and  
13 that just about killed everything because we understand that  
14 folks are speculating around the area, taking up options and  
15 that kind of thing.

16 So every thing is sort of dead underwater until you  
17 make a decision. We are saying, the Board of Directors of  
18 ABCD and folks from all the neighborhoods are saying absolutely  
19 do not touch this for a number of reasons including the fact that  
20 it would be terribly difficult for us to relocate elsewhere  
21 given the number of years to find something that is convenient  
22 and can be approved by everybody as being a good place to locate  
23 our headquarters and our activities.

24 There are other reasons why we are strongly against  
25 your siting this new building if you build one at all on Tremont

1 Street at the corner of Boyleston Street. We have been an  
2 important stablizing factor since we moved into this neighborhood  
3 and would like to continue to do so.

4 CHAIRMAN BRETТА: Bob, I hate to interrupt but could  
5 you step back just a bit from the mike because it is not coming  
6 in too clear the stenographer tells me, all right.

7 MR. COARD: I am sorry.

8 CHAIRMAN BRETТА: Not that far, Bob, just a little  
9 bit closer.

10 MR. COARD: Okay, thank you. Mr. Chairman, GSA itself  
11 can -- you know it would not be smart for GSA, an agency that  
12 is trying to build a building for federal offices as well as  
13 help to stablize wherever you locate whether it is Boston or  
14 Cambridge or wherever else you locate, in trving to stablize  
15 the area for you to cannibalize another agency that is trying  
16 to also stablize the area and trying to bring improvement to  
17 that area.

18 So I really feel that cannibalization this way is  
19 not a good thing as a good policy. I am sure that Congress would  
20 not intend for you to do that.

21 Secondly, from a purely economic standpoint it does  
22 not make sense for GSA to locate another new office building on  
23 Tremont Street right down the street from another huge complex.

24 You would replacing the combat zone or pieces of it  
25 with another huge complex similar to the John F. Kennedy

1 building which would create traffic problems where we do not  
2 have that kind of facility. The streets there are narrow,  
3 very, very narrow.

4 You would also be occupying sort of like waterfront  
5 property, in other words property right on the Boston Common  
6 which is extremely desirable economically.

7 It is not very difficult to have that area redeveloped  
8 by private business because it is on the Common. If you are  
9 located in some other place which would help boost it which is  
10 not taking the most desirable location, then I think it can  
11 boost the area generally.

12 Already we have found that in our general area that  
13 with our help as one small stabilizing influence that there is  
14 a lot of desirable -- the real estate people tell us that there  
15 are a lot of private businesses that are trying to see if they  
16 can get back into this area.

17 We also wanted to build housing which would compliment  
18 housing that is being built right in back of us, the old Stearns  
19 Building and the old building on Mason Street which was occupied  
20 previously by the Herald Traveler and then by Blue Cross, Blue  
21 Shield.

22 Thirdly, the environmental and historical point of  
23 view, you have your own maps here which show that our building  
24 and the Jewish Temple next door, and the Masonic Temple which  
25 is also next door are buildings of historical value.

1           They are very eloquent buildings. Since the  
2 renovation has taken place in our building which is of 10  
3 floors, it is an extremely eloquent building, and to destroy  
4 that building with a wrecking crew I think would be sheer  
5 vandalism.

6           The height restrictions that should be enforced right  
7 on Tremont Street which are already evaded by Tremont on the  
8 Common. They have this huge tower there which casts a shadow  
9 on Boston Common. I think would be very undesirable.

10          We would be heading back into the same kind of court  
11 disputes that Park Plaza went through. Although I know you have  
12 the right of Emminent Domain, I still think it is possible to  
13 challenge a lot of your actions in court, and we would be  
14 one of those parties willing to do so right up to the highest  
15 levels.

16          So from an esthetic point of view also I think it  
17 would be a big mistake. The historical point of view I have  
18 mentioned before and your own studies do that.

19          So in closing since I do not have much time to go  
20 into a number of things, and I will leave the written material  
21 which is a little longer with you, we would like you to help  
22 us you know build a better Boston and a better grade of Boston  
23 by where you locate it, and I would not recommend that you  
24 locate it in the most desirable place that could have economic  
25 development irrespective of what you do.



1           So I would like you to get a place that otherwise  
2 if you were not there would not be developed in the way that  
3 the area should be developed.

4           You are not going to be contributing any taxes to  
5 Boston. The main thing that you will contribute is workers,  
6 and these workers will come -- if you are located in Boston,  
7 they will come to wherever you are located if it near the  
8 railroad yards if that is where their jobs are.

9           So you do not need to locate on the Boston Common in  
10 order to attract workers. So I hope that you take this in  
11 terms of the final decision that you make.

12           So all in all, Mr. Chairman, I am speaking specifically  
13 for that site on the Common where we are also located. I think  
14 it is Site 3, and I would recommend very, very strongly against  
15 your taking that site by Eminent Domain to build a new huge  
16 federal building.

17           Thank you very much for your patience and the  
18 opportunity to speak tonight.

19           CHAIRMAN BRETTE: Thank you very much, Bob.

20           Ms. Joan Wood who is the president of the Park Plaza  
21 Civic Advisory Committee.

22                               STATEMENT OF JOAN WOOD

23                               PRESIDENT OF THE PARK PLAZA CIVIC ADVISORY COMMITTEE

24           MS. WOOD: Good evening. Thank you for inviting me  
25 here to speak this evening. My name is Joan Wood. I am a

1 resident of Boston, and I am speaking as president for the Park  
2 Plaza Civic Advisory Committee, coalition to 14 neighborhood,  
3 civic, business and labor organizations, established in 1973  
4 to advise the Boston Redevelopment Authority, and to assure  
5 citizen participation in the Park Plaza urban renewal project.

6           The constituent organizations of the CAC include the  
7 Back Bay Association, the Back Bay Federation of Community  
8 Development, the Bay Village Neighborhood Association, the Beacon  
9 Hill Civic Association, the Boston Conservation Committee  
10 Commission, the Boston Building and Construction Parades Council,  
11 The Chinese Consolidated Benevolent Association, Friends of the  
12 Public Garden, Neighborhood Association of the Back Bay, the  
13 Board of Boston Real Estate, Legal Women Voters of Boston, Parks  
14 for Improvement Association, Retail Trade Board of Boston, and  
15 the Theater District Neighborhood Association.

16           We represent a broad spectrum and I am speaking in  
17 that capacity. I would like to give you just a little bit more  
18 history on the Park Plaza project. We feel we are veterans.

19           Phase 1 of the project was significantly modified  
20 from the original six million square foot proposal to the 2.3  
21 million square foot project which is just about to begin  
22 construction by the commitment of literally thousands of hours  
23 from citizens on the CAC who insisted that the new development  
24 be with appropriate scale to support pedestrian and residential  
25 values which may alter the unique environment that it is and

1 enhance values and dominate the surrounding area.

2 The CAC has worked on Park Plaza for seven years  
3 to achieve its goals. Hopefully we will not have another  
4 seven years on this one. I hope that we can choose a project  
5 that we will all be happy with.

6 Phase 2 of the Park Plaza urban renewal project  
7 includes the area bounded by Boyleston, Washington and State  
8 Streets, a portion of the Theater District.

9 The CAC has worked since 1973 to develop a strategy  
10 designed to enhance and strengthen the Theater District without  
11 sacrifice of its cultural and architectural integrity or  
12 damage to nearby residential communities.

13 As part of this effort the CAC has participated in  
14 the BRA planning efforts which produced the studies entitled,  
15 Lower Washington Street Area and Boston Theater District, A  
16 Program for Revitalization.

17 We are conversive with policies and directions  
18 established in those studies to support them. I hope this  
19 brief introduction establishes the legitimacy of our deep  
20 commitment and concern for the area.

21 Tonight I want to address three areas of major concern  
22 to the CAC regarding the proposed GSA federal office building.  
23 First, we strongly object to the speed at which the major  
24 project has progressed without any real public involvement.

25 The publication of the additional data supplement to

1 the draft EIS in holding this public hearing are both needed  
2 and welcomed, but we are still uncomfortable about the process.  
3 We hope our input will have some effect and not be just proce-  
4 dural window dressing because the effects of this project on  
5 Boston will be enormous and lasting, and I know you will apprec-  
6 iate that.

7           Second, there is a complete lack of documentation  
8 on how these three sites discussed in the draft supplement were  
9 selected. Indeed the criteria for choosing the original study  
10 areas are never made explicit.

11           We believe there are other sites of at least equal  
12 merit and potential. It should be fully evaluated for the  
13 public before making such a momentous decision.

14           For example, the air light suburban new multi-mobile  
15 transportation center at South Station could be used giving the  
16 critical project a major boost. Similarly a number of sites  
17 are available in North Station, the number one choice of the  
18 city.

19           Placing the new federal office building there would  
20 be an impetus to the redevelopment area and would place it much  
21 closer to the JFK Federal Building in Government Center which  
22 would be more convenient for the public.

23           Many people have also suggested that the vacant area  
24 on New Chardon Street which was also mentioned by the previous  
25 speaker, right in Government Center. The use of South Station

1 on New Chardon Street would mean that no tax producing property  
2 would be lost to the city.

3 We cannot accept the three sites you have proposed  
4 as the best available. Third, we are appalled at the GSA's  
5 complete disregard for the distortion of the city's planning  
6 and redevelopment policies for the Theater District area which  
7 is critical.

8 Let me cite just three examples of what I mean. Then  
9 more comprehensive written comments will be submitted during  
10 the comment period.

11 (A) Site A at 600 Washington Street. This is a three-  
12 part thoroughway. You state on page 17 of the additional data  
13 supplement that federal use of this site would create serious  
14 noncompliance problems for the city in its agreement with the  
15 Lafayette Place developer.

16 You also note that the Chinese community would like  
17 to use the existing building for housing. This being the case  
18 why was it even included it.

19 (B) Site K, the Avery-Boyleston Street site abutting  
20 the Common. You quote the Lower Washington Street Area Study  
21 incompletely and out of context. It does not conclude that  
22 office uses are desirable there, but rather calls for the  
23 creation of the discrete housing developments and retail uses  
24 to stabilize and invigorate the area.

25 Large scale monumental projects are explicitly



1 rejected. I quote from page 37 of the BRA document. "No longer  
2 is wholesale clearance an option. The complete and sensitive  
3 interweaving of old and new becomes the only direction planners  
4 and developers can pursue."

5 Perhaps we refer only to private developers. In  
6 addition we would like documentation that the BRA offered the  
7 site to the GSA in that the Chinese community favors this site  
8 for the office building as stated in the additional data  
9 document.

10 We believe these assertions are incorrect in that they  
11 are used to bias the document in favor of the decision already  
12 made.

13 Finally, L, the Church/Green site. This site is  
14 specifically cited in the Lower Washington Area Study as being  
15 appropriate for office use. "A new office building at this  
16 location can be oriented towards Summer Street thereby becoming  
17 integrated into the South Station office district, and at the  
18 same time producing a substantial and positive effect upon the  
19 revitalization of the combat zone area."

20 Location of the GSA building on the Church/Green  
21 site would also be consistent with the BRA long-range traffic  
22 objectives, the reversal of Essex/Poyleston Street to create  
23 a two-way pair at Stuart and Kneeland.

24 Your statement on page 18 of the supplement that the  
25 use of Site L "would be in direct conflict with the city's

1 plans for Lafayette Place" is unsupportive and totally inaccurate.  
2 If it were true, why was this alternate chosen.

3 Of the three sites discussed Church/Green is the one  
4 which creates the greatest public benefits and the fewest  
5 negative impact, and therefore would have CAC's support.

6 However, the CAC still maintains that other potentially  
7 better sites should be analyzed, and analyzed with much greater  
8 care and detail than the superficial documents produced to date.

9 Thank you for this opportunity to comment on the  
10 project which will have a significant irreversible impact on the  
11 city of Boston and its residence.

12 We strongly believe that people effected by the  
13 decisions of government have a right to participate in those  
14 decisions. To that end CAC wrote in its detailed comments and  
15 criticisms in writing. Thank you very much.

16 CHAIRMAN BRETТА: Thank you very much, Joan.

17 Peter Brown of the Peter Elliot & Company, Inc.

18 STATEMENT OF PETER BROWN

19 PETER ELLIOT & COMPANY, INC.

20 MR. BROWN: Good evening, Mr. Chairman, ladies and  
21 gentlemen. Thank you for the opportunity of speaking here tonight  
22 regarding the location of the next federal office building in  
23 Boston.

24 As you know I represented Peter Elliot & Company in  
25 submitting the Bullfinch Triangle Site, Site C located in North

1 Station for your consideration at the previous public hearing.  
2 Since then you have narrowed your selection to three sites  
3 and it is my understanding that the Bullfinch Triangle Site  
4 is fourth under your consideration. Please correct me if I am  
5 wrong.

6 I would preference my remarks --

7 CHAIRMAN BRETТА: Just one second, Peter, we are not  
8 considering that site as a fourth site, are we? You are wrong,  
9 Peter, all right.

10 MR. BROWN: I have been informed that it was, but  
11 I stand corrected then. I would like to know where it stands  
12 if possible subsequent to this hearing.

13 CHAIRMAN BRETТА: All right.

14 MR. BROWN: I will preference my remarks by applauding  
15 the remarks word by word of the first speaker and the ensuing  
16 speakers prior to me this evening who are somewhat biasly  
17 in favor of the North Station area, but seemingly what they  
18 have to say makes all the sense in the world to back up and  
19 support the building of the federal office building in the  
20 North Station site of the Bullfinch Triangle or any of the  
21 North Station sites.

22 My purpose in speaking here this evening is to  
23 not to reiterate the advantages of the Bullfinch Triangle site,  
24 but ask that the site selection committee and the political  
25 decision makers reconsider the magnitude of the impact of not

1 not locating the building in the North Station area as a whole.

2 At present 191,000 square feet is occupied in the  
3 North Station government area by the federal administrations,  
4 and 1154 personnel work in those offices.

5 By locating the new federal building adjacent to the  
6 combat zone on any of the three selected sites, this space  
7 and these people would no longer be supporting the North  
8 Station area and its businesses.

9 It would be a severe economic blow to this community.  
10 This area needs the federal office building. On the other hand  
11 although the location of the other sites also need help, it is  
12 clear from the additional environmental data reports supplied  
13 by the GSA that they sit in the midst of five urban renewal  
14 areas three blocks from the 100 percent corner at Summer Street  
15 and Washington Street, on the fringe of the financial district  
16 and surrounded by the prospects of several major developments  
17 such as Lafayette Plaza and downtown crossings.

18 In addition conflicts with the Lafayette Plaza  
19 development which the federal building is supposed to support  
20 as reiterated by the previous speaker on the Sites A and K,  
21 I would only add that the BRA has worked hard with the downtown  
22 north association to support development in the North Station  
23 area.

24 We have recently received \$100,000 in funding to  
25 improve Canal Street, but this hardly compares with the millions

1 projected to the five urban renewal areas immediately adjacent  
2 to the three selected sites.

3 In conclusion, I hope that should any of these selected  
4 sites be removed from consideration that the North Station and  
5 the Bullfinch Triangle sites be given the serious consideration  
6 it deserves. Thank you.

7 CHAIRMAN BRETTE: Thank you very much, Peter.

8 Mr. Louis Scrima of the Chinese American Civic  
9 Association.

10 STATEMENT OF LOUIS SCRIMA

11 CHINESE AMERICAN CIVIC ASSOCIATION

12 MR. SCRIMA: Good evening. My name is Louis Scrima.

13 I am executive director of the Chinese American Civic Association.  
14 This association is a nonprofit social service agency located in  
15 Boston's Chinatown.

16 My purpose here tonight is to express my association's  
17 concerns about siting the GSA building on Site A and Site K.  
18 Chinatown is one of the two inner city residential neighborhoods  
19 in the city of Boston.

20 It is also the cultural, social and recreational and  
21 economic center for the extensive greater Boston Chinese  
22 community. It is obvious that a project on the scale of the GSA  
23 building will have significant impact on the delicate ecosystem  
24 that is Boston's Chinatown.

25 My association feels that two of the proposed sites,



1 Sites A and K will make it difficult if not impossible for the  
2 Chinese community to gain control of the land in and around  
3 Chinatown, and to build desperately needed family housing.

4 Chinatown's housing situation is critical. According  
5 to the BRA and Action for Boston Community Development Chinatown  
6 has the highest percentage of substandard and overcrowded housing  
7 in the city of Boston.

8 The publicly financed housing projects built in the  
9 last years have waiting lists that are now years long. We  
10 cannot decently house the people we already have in our  
11 community, and approximately 500 new people a year are  
12 integrating into Boston's Chinatown from overseas.

13 This integration can only increase now due to  
14 normalization and the tragic events in Indo-China. A huge  
15 commercial building built on Site A or K would cause land and  
16 building prices in the surrounding area to increase dramatically.

17 This rise in value would make it economically impossible  
18 for a developer even with public assistance to afford to build  
19 low and moderate income family housing.

20 My association is particularly concerned that this  
21 potential rise in property values due to siting the building  
22 on Sites A and K will prevent the Chinese community from taking  
23 full advantage of the opportunities open to it for participation  
24 in the UDAG application which the city of Boston will submit  
25 to revitalizing the Theater District and the surrounding area.

1           Groups in Chinatown are actively exploring the  
2 possibility of building housing in the UDAG area. However,  
3 a substantial rise in property value would prevent these groups  
4 even with assistance from the BRA and other public agency  
5 from building low and moderate income housing.

6           Our second concern is that the increase in property  
7 values will put pressure on property that is presently used  
8 as residential property in Chinatown. Landlords given an  
9 increase in the value of their land will be tempted to sell out  
10 to commercial developers.

11           Third, we feel a large single use building on the  
12 Tremont/Boyleston Site or the 600 Washington Street Site will  
13 do little to combat crime in the surrounding area.

14           Our association position is the way to combat crime  
15 in this area is to build multi-use structures which are open  
16 24 hours a day which draw in the surrounding community and  
17 the population at large.

18           Our association for the above reasons cannot support  
19 siting, the GSA building on Sites A and K, and ask the GSA  
20 to study the social and economic impact of building on each  
21 of these sites will have on the Chinese community with parti-  
22 cular interest on what the rise of property value will mean  
23 to the prospects of building affordable family housing.  
24 Thank you.

25           CHAIRMAN BRETТА: Thank you very much.

1 Joan, you are down here again. I assume you do not --

2 MS. WOOD: I do not have anything to say.

3 CHAIRMAN BRETТА: Henry, you are down here again. I  
4 assume you do not want to talk again, right.

5 Mr. James Gorman from the Avery Hotel.

6 MR. GORMAN: We have made the decision to pass.

7 CHAIRMAN BRETТА: Thank you, Mr. Gorman.

8 Roger, you are down again. Timothy I. McFeeley of  
9 the Bay Village Neighborhood Association.

10 STATEMENT OF TIMOTHY I. MCFEELEY

11 BAY VILLAGE NEIGHBORHOOD ASSOCIATION

12 MR. MCFEELEY: My name is Timothy I. McFeeley, and  
13 I am president this year of the Bay Village Neighborhood  
14 Association.

15 The Bay Village Neighborhood Association along with  
16 the Chinese community lives in the impacted area, lives very  
17 close to the impacted area, and has more at stake I believe  
18 in terms of residential use and residential impact than any  
19 other group along with the Chinese on the project sites A and K  
20 particularly.

21 On page 10 of the supplement this is the area referred  
22 to to the west lie South Cove bounded roughly by Berkley, Stuart  
23 and Tremont Streets and the Massachusetts Turnpike. It contains  
24 a mix of small residences, shops and offices.

25 I am here to represent that mix. We welcome the

1 intentions of the General Services Administration and the  
2 Federal Government to locate the fine office building in the city  
3 of Boston. Mindful of your caution at the beginning of this  
4 hearing that this is not a hearing on site selection, I am still  
5 going to proceed headlong as did all the people ahead of me into  
6 the specifics of site selection.

7 CHAIRMAN BRETTE: Welcome to the group.

8 MR. MCFEELEY: Thank you very much. In fact it  
9 mistifies me how an environmental impact statement can be  
10 prepared before the site has been selected.

11 My consideration specifically with the environmental  
12 impact statement before me is that it is not site specific and  
13 to have any value at all an environmental impact statement  
14 should definitely be site specific particularly when you live  
15 two blocks away from one of the potential sites.

16 The Bay Village community has approximately 600 to  
17 700 residents living there. We have a very tenuous hold on  
18 a very small area, and we are trying to improve. We have a very  
19 strong neighborhood association.

20 There are many projects the city has been involved in  
21 the past, and they continue to be involved in which will  
22 definitely have an impact on the Bay Village area.

23 Ms. Wood has talked about one in particular that I  
24 would like to emphasize as well, and that is the Park Plaza  
25 project. It is a project which was designed by private

1 developers in connection with the city in which the Bay Village  
2 has participated in the Park Plaza citizens action group opposed  
3 in its early forms.

4 I believe the environmental problems that were  
5 associated with Park Plaza and the terribly long struggle that  
6 was involved in conforming Park Plaza to a realistic scale  
7 should not now be ignored by the Federal Government.

8 I think that applies to private developers and to the  
9 state in the erection of the state transportation building  
10 around the corner on Stuart Street should equally apply to the  
11 Federal Government.

12 For instance, let me cite one specific example. We  
13 recently concluded hearings before the state transportation --  
14 I am not particularly certain right now of the name of the  
15 agency which is concerned with public ways and the alignment  
16 of highways and byways and traffic patterns.

17 A long, long struggle went into the balancing of the  
18 various interests of the theater owners, the retail owners,  
19 the residences of Bay Village and the neighboring communities  
20 around the Common, and the hotels that were going to Park  
21 Plaza to come up with a traffic pattern. This is just one  
22 example that will work.

23 It was not a perfect traffic pattern, but it was  
24 one that all the groups eventually came together on just a  
25 couple months ago and agreed was a workable plan. Now, all of



1 sudden thrown in this without any notice really comes a project  
2 which will just upset the entire establishment of that.

3 That particular issue and I take time to pause on  
4 that is just an example, is not even addressed in this  
5 environmental impact statement. There are other examples that  
6 can be given.

7 There are currently various community groups in  
8 Boston currently reviewing plans for a very major private  
9 development in the Copley Square area. This will also have a  
10 major impact, and the confluence and the impacts, the primary  
11 impacts that the federal building placed in the downtown area,  
12 in this particular area of Stuart Street and the traffic flows  
13 from there and the parking patterns and so forth will have  
14 with respect to the Copley project and with respect to the  
15 state transportation building in the Park Plaza project are  
16 not addressed sufficiently in this report.

17 I would like to go through some of the specifics in  
18 the report which outline my particular problems with the  
19 reports not being site specific, and what I am going to conclude  
20 very briefly at the end is that when you have an environmental  
21 impact statement, please invite us back.

22 On one particular impact for instance, one of the  
23 criteria would be -- let's see when you were describing the  
24 impact -- let's see what is the page -- on page 17, the statement  
25 is "compatibility with existing uses on adjacent sites cannot

1 be determined until the site investigation process has been  
2 conducted and a site identified. Also the necessity for  
3 displacing persons or businesses from the site will not be  
4 determined at this time. These issues will be addressed in the  
5 final EIS."

6 Moving right along, the impact on the historic and  
7 cultural resources, again since the site for the new federal  
8 office building is not known at this time, it cannot be  
9 determined and so forth.

10 The criteria of economics, the effect of the total  
11 retail business community will be negligible although again  
12 it is site specific and it cannot be determined until the site  
13 is selected.

14 Shifting along, the impact of traffic and parking,  
15 this one is very peculiar. The project will result simply in  
16 a shifting of work location. Thousands -- of course it will  
17 shift work locations from various sites into a compacted area.

18 I point this one out for kind of a very simplistic  
19 approach. I think the word simply is aptly used in that sense.  
20 It is not simply. It is shifting. Shifting of people who are  
21 spread out into various office buildings all over the city  
22 into one central location is going to have one large impact on  
23 the effected area.

24 Another possible criteria which you have investigated  
25 the physical characteristics, geological conditions setting

1 impact of the new federal office building. It is not possible  
2 to determine the impacts, and so forth.

3 If you go through this report, page after page of the  
4 various criteria is like a checklist, each one being checked  
5 off with nothing being said about any particular one.

6 Finally, I would simply like to just say in the last  
7 few minutes that remain that we do support the statement fully  
8 of Ms. Wood, and particularly of Henry Lee, and particularly  
9 with respect to the procedure that has been followed.

10 We would like to be included in the groups that are  
11 listed as those being important people who should be consulted  
12 when you do these studies, and when you determine your site  
13 selection.

14 On page 57 of the report you list -- well, without  
15 counting them -- probably 15 federal agencies to be consulted.  
16 You list five state agencies and six local agencies.

17 You do not list one community group. I find it  
18 incredible that the report could be prepared or would be  
19 prepared without any consideration to the work that has done  
20 in and the work that has been done by people who live here both  
21 in the Park Plaza group, the Friends of the Public Garden, the  
22 Chinese community, the Bay Village community, the Back Bay and  
23 other groups.

24 We are the people who live here. We know what we are  
25 doing. We have been through this before, and we hope that we

1 hope that we can go through again less painfully.

2 So I urge you to include us in the procedure and to  
3 make the procedure a little bit longer. Perhaps it will take  
4 longer. You dream of a 22 story building or a 32 story building.

5 It will not be fulfilled this year, but it will be  
6 around Boston for an awful long time after us. I think it is  
7 important to take the time to make sure that it is going to be  
8 a sane and reasonable approach.

9 Finally, just one comment, one particular comment to  
10 back up I think what the residents of Bay Village feel about the  
11 Boston Common. I feel that again being very site specific we  
12 are opposed to Site K, and we feel that the Boston Common, the  
13 beautiful Common is not designed and has never intended to b  
14 the front yard to the federal building.

15 CHAIRMAN BRETТА: Thank you very much.

16 Richard -- I cannot read it. Is it M-E-R-T-I-N-S from  
17 the Boston Redevelopment Authority? Will you spell the last  
18 name for me?

19 MR. MERTENS: M-E-R-T-E-N-S.

20 CHAIRMAN BRETТА: T-E-N-S?

21 MR. MERTENS: Right.

22 CHAIRMAN BRETТА: Okay.

23 STATEMENT OF RICHARD MERTENS

24 ENVIRONMENTAL REVIEW OFFICER, BOSTON REDEVELOPMENT AUTHORITY

25 MR. MERTENS: My name is Richard Mertens

INTERNATIONAL TRANSCRIPTION SERVICES, INC.  
1307 Prince Street • Alexandria, Virginia 22314 • (703) 549-7385

1 I am the Environmental Review Officer for the Boston  
2 Redevelopment Authority.

3 The Authority's comments on the draft environmental  
4 impact statement and on the additional environmental data were  
5 forwarded to you today, delivered to you today in a letter  
6 signed by our director, Mr. Robert Grimes, and I would like  
7 to reiterate this comment to you tonight in this testimony.

8 As you will recall on 29 January 1979 the BRA  
9 responded to a request from the General Services Administration  
10 for sites within the Boston central business district on which  
11 to locate the proposed structure of the federal office  
12 building.

13 That letter indicated nine potential sites and  
14 included a policy statement by the Boston Redevelopment  
15 Authority for the new federal office building in Boston.

16 We have now had the opportunity to review the  
17 environmental review documents and the final three alternate  
18 sites discussed therein. These final sites are identified  
19 by Site A, Site K and Site L.

20 Overall the BRA would strongly recommend that a  
21 complete environmental impact statement be compiled for each  
22 of the three selected sites. Discussion of the ultimate site  
23 should include reasons for rejection supporting each of the  
24 other locations.

25 Additionally to gain a prospective of your site



1 selection process, the BRA requests documentation as to the  
2 reasons for GSA's rejection of the other sites contained in  
3 our 29 January 1979 letter to your office.

4 As a part of this impact statement we would expect the  
5 recognition of the development activity already submitted or  
6 planned in the area of each site. Certainly in regard to the  
7 Theater District and South Station considerably more large and  
8 small scale development is presently planned in that identified  
9 in the additional environmental data.

10 A complete and detailed economic impact study is  
11 necessary to assess the relationship of the proposed government  
12 structure to those developments.

13 This information is critical in evaluating sites to  
14 ensure that the maximum positive consequences with regard to  
15 retail growth on Washington Street and Summer Street, downtown  
16 residential opportunities at all income levels throughout the  
17 Theater District and in Chinatown, and extensive employment  
18 for the city results.

19 These are stated goals for Boston's commercial  
20 quorum and should be reinforced by the construction and  
21 programming of the federal building. I believe the significance  
22 of the building cannot be stated with regard to the future  
23 of our central business district.

24 Specifically concerning the information contained  
25 in the additional environmental data modification or

1 reconstruction have the following points which seem necessary.  
2 On page 5, to support the movement for expansion of this city's  
3 commercial base in the area of the three sites and to accommodate  
4 the needs nearby neighborhoods as defined within the Public  
5 Building Cooperative Use Act; the amount of multi-use space at  
6 ground level should be greatly enlarged.

7 By comparison the state transportation building  
8 contains approximately 600,00 square feet of public and retail  
9 area.

10 On pages 18, and 57, with regard to the city's  
11 comprehensive zoning ordinance and the floor area ratios defined  
12 therein, the site requirements should be 5,000 square feet  
13 and the building mass seem to indicate a height of at least  
14 275 feet which is not in compliance with limitations for  
15 buildings within 100 feet of Tremont Street between West and  
16 Boyleston Streets.

17 On page 21, the criteria of effect to determine  
18 whether the development will impact any national register or  
19 illegible property should be completed prior to the site  
20 selection.

21 Pages 22 and 23, the location of the FAA with  
22 329 employees from Burlington and the Fish and Wildlife  
23 Service with 300 employees from Newton indicates a trend which  
24 may further increase housing demands on the city and close-in  
25 suburbs.

1           The present and future condition of the area housing  
2 market, the economic feasibility of housing as a stated goal  
3 for the adjacent site development in the Theater District and  
4 in Chinatown and a growing demand for income housing  
5 especially with the rising cost and scarcity of gasoline should  
6 be examined closely.

7           On page 26, the location discussions should more  
8 fully describe the magnitude that relocation has on each of  
9 the three sites. Additional data is needed regarding the number  
10 and size of firms and employees effected.

11           Utilization of the U. S. Small Business Administration  
12 and relocation activity should be specified. On page 27, the  
13 feasibility of utilizing structures eligible for the national  
14 register status on each site should be determined prior to the  
15 time of site selection.

16           On page 30, the cost and responsibility of upgrading  
17 sewer lines to Sites A and K should be determined as soon as  
18 feasible.

19           Pages 36 to 39, estimates of the approaching departure  
20 patterns of traffic should reflect downtown parking and traffic  
21 changes. Any reference to the traffic on Bedford Street since  
22 this street will be closed with the construction of Lafayette  
23 Place.

24           We would also like to note on Figure 7, the historic  
25 sites, it does not conclude the Washington Street Historic

1 District which is listed on the national register.

2 Figure 9, average daily traffic flow should take into  
3 account the area, circulation patterns and volumes as a result  
4 of the downtown crossing program implementation.

5 Other issues which require clarification include the  
6 following. In a complete analysis of the impact of the proposed  
7 building on adjacent areas we would request massing studies to  
8 be initiated on each of the three sites.

9 Pages 17 and 24, for the Chinese community has indeed  
10 expressed an interest in converting the 600 Washington Street  
11 building to housing. While the BRA supports this reuse  
12 concept, no redeveloper has been identified and no purchase of  
13 the property has been accomplished as of the date of the  
14 reports.

15 On page 17, to state that the BRA offered Site K to  
16 the GSA is incorrect. The nine sites requested by the BRA in  
17 29 January letter included two in this area, Site D at Stuart  
18 and Tremont Streets and Site E at Washington and Essex Streets.

19 Finally, on pages 17 and 18, with regard to Site A  
20 and Site L no staff person of the BRA has been authorized by the  
21 director to represent the agency in discussions with your office  
22 concerning the relationship of the proposed federal office  
23 building at Lafayette Place or in Boston central business district.

24 In summation we would like to again reiterate the  
25 importance of this project to both the GSA and to the city of

1 Boston. We are certain that you share with us the concern and  
2 the desire to make the economic, social and design impact of  
3 this structure on our downtown the most positive statement that  
4 can serve as a model nationally.

5 The BPA stands ready to enter into a cooperative  
6 relationship with GSA throughout the entire planning and  
7 designing process to reach that goal. Thank you very much.

8 CHAIRMAN BPETTA: Thank you very much, Richard.

9 Mr. William P. Piccard of the Modern Theater.

10 STATEMENT OF WILLIAM P. PICCARD

11 THE MODERN THEATER

12 MR. PICCARD: Mr. Pretta, my name is Bill Piccard.

13 I am representing not only the modern theater but a group which  
14 is currently in its embryonic stages which is called the  
15 Washington/Tremont Street Neighborhood Association.

16 The geographic boundaries of our association are  
17 the block area bound by Washington and Tremont Streets, and also  
18 bound by Boylston Street and Temple Place.

19 I have not had an opportunity nor have members of our  
20 group had an opportunity to review your environmental impact  
21 statement.

22 However, Sites K and A in terms of your office choosing  
23 one of those sites for the federal office building of the size  
24 that would be required to accommodate one million square feet  
25 would definitely have an impact on the businesses currently



1 located there.

2 It would definitely have an impact with the loss of  
3 potentially two or one theater in Boston's Theater District,  
4 the only city with 17 theaters, and with the potential to be  
5 reborn.

6 Now, we have not had a chance to talk about it, and I  
7 would welcome any members reviewing for the GSA the impact on  
8 such a building in our area to drop by our neighborhood.

9 We are comprised of people who own real estate in the  
10 area, people living in the area, and that number will grow very  
11 soon.

12 There is some elderly housing scheduled for the area.  
13 People are want to feel safe at night. Empty buildings do not  
14 create a safe atmosphere. There are also people who carry on  
15 business there during the day and at night.

16 Our goals and objectives in organizing -- as I said  
17 we are in our embryonic stages -- are to improve neighborhood  
18 communications. Rumor had it that there was going to be a  
19 meeting tonight and we were going to be talking about these two  
20 blocks. We were all kind of wondering what we are talking about.

21 We also want to improve public safety in the area.  
22 We want to improve public relations and promotions for the  
23 area.

24 I do not think I have to speak to too many issues  
25 about public relations. We would like to improve the

1 environmental quality of the area and have an impact on that  
2 type of improvement.

3 What we would like to do most of all is successfully  
4 integrate an urban neighborhood comprised of residents, retail  
5 outlets, artistic and cultural projects, state administration  
6 buildings, and interested citizens, and let our voice be heard.

7 Some of us have been there over 20 years. There are  
8 people involved in our organization who have been in the  
9 neighborhood for 40 years. I have seen it go up. I have seen it  
10 come down.

11 We together feel that working people in the abutting  
12 areas that Boston can come back. We would like to investigate  
13 with you and the GSA the impact of placing another large building  
14 in our city that is so historical and need I say more. The hall  
15 that we are in speaks for itself.

16 There are many more like it in the city of Boston.  
17 Boston's night vitality will come back with good theater and  
18 with good artistic and interesting things for people to do in  
19 Boston. That is how we will make Boston a better place.

20 Again, I do not really have any statements in terms  
21 of the site and its impact, but we certainly would like to work  
22 with you. I would suggest that you drop into any one of the  
23 retail outlets or restaurants or theaters in the Washington  
24 Street area immediately abutting Sites A and K, and we will be  
25 glad to talk to you about what we feel about it.

1 We cannot come out with a united voice at this point,  
2 but we would like to do the best that we can for our neighborhood,  
3 for Boston, for the people who live in it, and the people who  
4 work in it. Thank you.

5 CHAIRMAN BRETTA: Thank you very much, Mr. Piccard.

6 Joel H. Lebow of Lebow Brothers Clothing Company, Inc.

7 MR. LEBOW: I think Mr. Piccard has spoken for us.

8 CHAIRMAN BRETTA: All right, thank you very much,  
9 Mr. Lebow.

10 Is there anyone else in the hall that would like to  
11 speak to this that has not been heard?

12 (No response.)

13 Is there anyone in the hall that has spoken that would  
14 like to add additional comments at this time?

15 (No response.)

16 If not, I will declare this public hearing closed.  
17 Thank you very much for your attendance.

18 (Whereupon, the hearing was closed at 8:30 p.m.)

TLA&B  
New Fedg  
e Bldg.  
/79



UNITED STATES OF AMERICA  
GENERAL SERVICES ADMINISTRATION

Public Hearing on the Construction of a New Federal  
Office Building held at Faneuil Hall, Boston,  
Massachusetts, on May 6, 1980.

Presiding Official: Lawrence F. Bretta  
Regional Administrator  
General Services Administration  
Boston, Massachusetts

May 6, 1980  
Boston, Massachusetts



PROCEEDINGS

MR. BRETТА: Good evening, ladies and gentlemen. My name is Lawrence F. Bretta, and I'm the Regional Administrator for the General Services Administration here in New England.

On January 31, 1979, at a public meeting in this historic hall we began the formal site investigation for the new Boston Federal Office Building. At that meeting, 15 potential sites were publicly identified. A site investigation team of real estate specialists, appraisers, planners and engineers subsequently reviewed all of the identified sites, and as a result of their study they recommended three sites for possible selection.

Thereafter, additional environmental data was developed which contained information specific to the three potential sites and which also addressed the comments previously received on the Draft Environmental Impact Statement dated March 31, 1978.

This additional data was made available to the public, and a public hearing was held here at Faneuil Hall on June 26, 1979, to receive any additional comments on the Draft Environmental Impact Statement as well as comments on the more recently developed additional environmental data.

As most of you are aware, the City of Boston

1 has requested that the General Services Administration  
2 expand its location considerations for the new Federal  
3 Building to include as a fourth potential site a site  
4 which it is acquiring as part of its North Station Urban  
5 Redevelopment Program. If ultimately selected for the  
6 project, the site would be conveyed to the Federal  
7 Government at nominal cost. You have now seen the site  
8 identified on the renderings on the easels.

9 We have agreed to the addition of this fourth  
10 site for our consideration, and we are now in the process  
11 of developing the necessary additional information re-  
12 garding that site for inclusion in our final environmental  
13 impact statement.

14 In our final environmental impact statement it  
15 is to be proposed that this statement will be completed  
16 and filed with the Environmental Protection Agency in  
17 Washington in approximately three months, and that 30  
18 days following the Environmental Protection Agency's  
19 publication in the Federal Register of Notice of the  
20 statements availability, a site selection can then be  
21 made at that time.

22 Tonight's hearing is being held for the purpose  
23 of providing for further public input into the site  
24 selection for the Boston Federal Building Project, and  
25 to help us accurately assess public preferences and

1 sentiments regarding the fourth site at the North  
2 Station which the General Services Administration has  
3 included for consideration.

4 Persons desiring to present oral comments  
5 on the North Station site are requested to register at  
6 the table provided in the rear of the hall, and they  
7 will be recognized by the Chair in order of registration  
8 and allotted five minutes in which to present their  
9 comments. The Chair reserves the right to withdraw  
10 recognition of any speaker if the allotted five minutes  
11 is exceeded. Comments may be extended in writing through  
12 submissions to me at the conclusion of the hearing or  
13 substantive  
14 by mail. All comments received at this hearing and  
15 before the close of the commenting period on May 21, 1980  
16 will be addressed in the final environmental impact  
17 statement and will aid us with the final site selection.

18 There is a Court Reporter making a verbatim  
19 transcript of this hearing. Each speaker is asked to  
20 clearly state name, address, and affiliation, if any. A  
21 copy of the transcript will be made available for review  
22 May 19th through May 21, 1980 in the General Services  
23 Administration Business Service Center, Room L-1, in the  
24 John W. McCormack Post Office and Court House. The  
25 transcript will also be included as part of the final  
environmental impact statement. I call to your attention

1 that there is no smoking allowed in this hall. The  
2 hall closes at 11:00 p.m., and if we do not conclude  
3 the hearing by that hour we will reconvene here tomorrow  
4 night at 7:00 p.m. Thank you, very much.

5 The first speaker that will address the hearing  
6 is the Secretary of Transportation, Mr. Barry Locke.  
7 Mr. Locke?

8 MR. LOCKE: Thank you, Mr. Administrator. My  
9 name is Barry Locke, and I'm the Secretary of Transportation  
10 and Construction for the Commonwealth of Massachusetts  
11 with offices in the City of Boston.

12 I'm here this evening to testify briefly on  
13 behalf of the North Station site proposal for the new  
14 GSA Federal Office Building. It is particularly note-  
15 worthy that this hearing is taking place during the first  
16 week of Boston's 350th birthday, Jubilee 350.

17 The proposed revitalization and development  
18 efforts for the historic North Station area go hand in  
19 hand with the spirit of this year's birthday celebration,  
20 celebrating this city's brilliant and prominent history  
21 which has played a significant role in the development  
22 of our nation while at the same time looking toward a  
23 future of great prosperity as a city and major center for  
24 economic, political and social activity.

25 The comprehensive implementation of the proposed

1       Redevelopment Authority, BRA, and MBTA Development Plans  
2       for the North Station area hinges on GSA's decision to  
3       place its new Federal Building project in North Station.

4               As Secretary of Transportation for Massachusetts  
5       and as a member of the Boston Construction Committee, I  
6       strongly urge you to select the North Station site as  
7       the permanent home for Boston's new Federal Building.

8               Aside from the proposed GSA building itself,  
9       the transportation element is the essential component  
10      to the future success of the overall North Station  
11      development project. We must realize and appreciate one  
12      basic fact. Transportation is an economic tool. When  
13      this tool is properly utilized, a growth activity of  
14      vast potential has, in effect, been implemented. Trans-  
15      portation means jobs. Transportation means payrolls.  
16      Transportation, above all, means progress.

17              We can have the finest hospitals, theatres,  
18      shopping districts, school, and sources of employment,  
19      but they are meaningless without a system of transportation  
20      in place. I believe this pragmatic philosophy is quite  
21      apparent in the proposed North Station scheme of a multi-  
22      use strategy.

23              The impact of the Green Line relocation and  
24      present commuter rail service provided by the Massachusetts  
25      Bay Transportation Authority, coupled with future central



1 Artery projects will unquestionably encourage development  
2 of the entire North Station area. The strategy for the  
3 1980's is that of using public transportation and  
4 construction funds to stimulate massive infusions of  
5 private investment in the areas that require a permanent,  
6 economic revitalization. North Station is still another  
7 opportunity to apply this economic strategy.

8 A project of this magnitude would create  
9 thousands of construction jobs and many more tens of  
10 thousands of multi-effect jobs. In terms of North  
11 Station transportation development, we are talking about  
12 the creation of some 2,000 new construction jobs.

13 In an on-going urban blight study being  
14 conducted by the Federal Highway Administration, the  
15 North Station area has been cited as one of urban  
16 blight. Sadly, we have allowed this historic section of  
17 Boston to now become an example of urban decay, but now  
18 we have the opportunity to reverse this negative trend  
19 at North Station and initiate a historic urban development  
20 project. However, the key to this redevelopment effort  
21 is the placement of GSA's new Federal Building at the  
22 proposed North Station site.

23 The decision to do this will serve as a catalyst  
24 for the MBTA's and the BRA's overall development plans.  
25 Your decision to choose the North Station site would open

1 the gates for vast development investments, not only  
2 in the public financing sector, but a tremendous infusion  
3 of private sector involvement, and I will, as Secretary  
4 of Transportation and Construction for Massachusetts,  
5 do everything under my jurisdiction to insure that the  
6 North Station Project progresses out of the study stages  
7 and is transformed into one of Boston's boldest and most  
8 successful development endeavors in its history.

9           You can be assured that the administration of  
10 Governor King will continue its role as a catalyst for  
11 social and economic development and fully supports this  
12 project. I look forward in the months ahead to work  
13 with the GSA Regional Administrator Bretta and his  
14 colleagues in a cooperative effort with the MBTA, BRA,  
15 State Department of Public Works, the Massachusetts Area  
16 Planning Counsel and the City of Cambridge. By pooling our  
17 resources and manpower together we will create a very  
18 bright future for Boston and the entire Commonwealth.

19           In closing, let me restate Governor King's  
20 commitment to the resurgence of Boston through its  
21 revitalization during the 1970's. Quincy Market, the  
22 waterfront and downtown crossing all indicate that an  
23 undertaking such as the North Station Project will insure  
24 that Boston in the 1980's and beyond will remain an  
25 attractive and competitive place in which to work and live.

1                   Again, I strongly urge you to choose the  
2                   North Station site and cause Boston's largest development  
3                   project in its 20th century history to become a reality  
4                   of vast economic prosperity and stability for the City  
5                   of Boston and the Commonwealth of Massachusetts. I hope  
6                   we can work together toward this end, and I thank you.

7                   MR. BRETТА: Thank you, very much, Mr. Secretary.  
8                   The next speaker is Mr. William J. Cleary, who is the  
9                   Director of the United States Department of Labor and  
10                  also an officer in the Boston Construction Committee.  
11                  Mr. Cleary?

12                  MR. CLEARY: Thank you, gentlemen. For the  
13                  record, my name is William J. Cleary, and I am currently  
14                  the Director of the Boston Construction Committee of the  
15                  U.S. Department of Labor.

16                  The purpose of my presence here this evening  
17                  is to present for your consideration the unanimous  
18                  resolution adopted by the Boston Construction Committee  
19                  on May 1, 1980, after a comprehensive presentation of  
20                  all interested parties concerning the North Station site.

21                  Since this hearing is a part of the environmental  
22                  impact statement and decision-making process being con-  
23                  ducted by the GSA, it would be inappropriate for the  
24                  Secretary of Labor or I, as his agent, to endorse one plan  
25                  over another. I can only request that the resolution of

1 the Committee be given careful consideration, as it  
2 represents the views of a tri-part body comprised of  
3 representative of labor, management and government in  
4 the construction industry here in New England, and  
5 Mr. Chairman, with your permission I would like now to  
6 introduce to you a Mr. Samuel Mintz of the Massachusetts  
7 State Association of Architects and presently serving  
8 as Secretary of the Sub-Committee of the Boston  
9 Construction Committee which has studied the North Station  
10 proposal to give you hopefully an in depth study of our  
11 position, and after that time I will read the resolution  
12 to you.

13 MR. BRETTE: Mr. Mintz?

14 MR. MINTZ: Thank you, Bill. My name is  
15 Sy Mintz and I'm an architect with the City Planner in  
16 Boston. As Bill Cleary said, I'm the Secretary of a  
17 Sub-Committee that was formed out of the Boston  
18 Coordinating Construction Committee and we have tried  
19 carefully to examine all of the sites, all of the four  
20 sites; the three in the Tremont/Washington/Boylston/Essex  
21 Street area, as well as the North Station site, and we  
22 are concerned not only about construction jobs which  
23 clearly is the purview of our area, but frankly, we're  
24 also concerned about community and environmental impacts  
25 as well, and we believe, as we will point out, that

1 the North Station site offers an opportunity for all of  
2 us in this community, those representing the construction  
3 industry and those who represent community and environ-  
4 mental concerns to be able to support a bold development  
5 that is being proposed in the North Station area, and we  
6 think that there are a number of reasons for supporting  
7 this project and pursuing and suggesting to the GSA they  
8 locate the building in North Station.

9 Number one, it will catalyze the revitalization  
10 of the whole North Station area, an area that might never  
11 or certainly for a long time be revitalized without the  
12 GSA locating the new government building there.

13 Number two, it will bring about through the  
14 pump priming of a public development of this magnitude,  
15 \$75 to \$90 million, tremendous private development which  
16 would include the rehabilitation of the Bullfinch  
- 17 Triangle area, a very historic and a fine group of  
18 buildings in that area. It would also encourage signi-  
19 ficant amounts of private development in housing, hotels  
20 and other uses. It might even bring the Bruins and the  
21 Celtics to revitalize and improve Boston Garden and keep  
22 that type of sports facility in the city where we believe  
23 it belongs.

24 In addition to that, it will also do some  
25 other things that have been talked about in terms of



1 transportation. It will begin to deal with the Green  
2 Line problem by removing what is definitely a blighting  
3 influence to the revitalization of North Station by  
4 taking down that structure and improving the potential of  
5 Green Line transportation to Lechmere and we hope,  
6 frankly, even to Somerville beyond, so it has objectives  
7 beyond just the North Station area. It will also make  
8 possible the improvement of public open space and the  
9 carrying through of the green strip that runs along  
10 Charles River, and we think again, we're not just hard  
11 hats just looking at construction; we are concerned  
12 about these kinds of issues. They not only mean good  
13 jobs, but they also mean good environment.

14 We also think that it is important that this  
15 can help not only the Boston side of the Charles River  
16 but the Cambridge side of the Charles River because they  
17 have a very bold imaginative plan for the East Cambridge  
18 Riverfront project, and that again is very important  
19 because it creates jobs as well, and as Secretary Locke  
20 said, on top of it is the potential for the real improve-  
21 ment of the north section of the Central Artery.

22 When you put all of these projects together  
23 on both sides of the Charles River, you're talking about  
24 a potential of \$1 billion in construction. That could  
25 do a great deal for the Commonwealth and for all of

1 us, and we hope that the GSA will decide that the  
2 North Station area, because of all of these things, is  
3 the proper choice for them to locate the Federal Building,  
4 and I turn it back to Bill Cleary.

5 MR. CLEARY: Thank you, Sy. Gentlemen, you  
6 can see why this resolution is forthcoming, and the  
7 following is, in fact, the text of the resolution  
8 adopted by the Construction Committee, as I said before,  
9 on May 1, 1980.

10 The Resolution: "The Boston Construction  
11 Coordinating Committee endorses and encourages the GSA  
12 to seriously consider the North Station area as their  
13 site for the new Federal Office Building.

14 The North Station area has the greatest potential  
15 for the encouragement, future development, in an area  
16 that virtually needs it and would be of the best interest  
17 of all of our Massachusetts citizens."

18 So, with that, gentlemen, I want to thank you  
19 for the consideration of this important matter and also  
20 enclose for your information a listing of the membership  
21 of the Boston Construction Committee. Thank you for  
22 your time.

23 MR. BRETТА: Thank you, very much, Mr. Cleary.  
24 Our next speaker will be a member of the Boston City  
25 Council who has requested to speak before the

1 Committee here tonight, Mr. Frederick C. Langone.  
2 Councillor Langone?

3 MR. LANGONE: Thank you, Mr. Chairman, and  
4 members of this Commission.

5 It's not the first appearance I have made here.  
6 Last year when we had a similar proposal before us I  
7 came here and recommended the North Station. I'm very  
8 happy, Mr. Chairman, that you have made a decision to  
9 reconsider the proposal of the location of the new  
10 Federal Building. I think very positively that the  
11 North Station area is not in need, but is the best site  
12 because of its location; the proximity to the state  
13 buildings, the federal buildings.

14 In order for a government building to be  
15 properly located it must be within the cluster of the  
16 government buildings. We cannot have a federal building  
17 isolated from all the governmental agencies which are  
18 now downtown.

19 While I certainly recognize that we need  
20 redevelopment in the Combat Zone area, we have a project  
21 which the City Council and the Mayor have approved  
22 called Lafayette Place, which will have tremendous  
23 potential. A 500 room hotel, parking garage, office  
24 building, retail. The lower Washington Street area is  
25 certainly more suitable for retail shopping than it is

1 a government building. With the activity created by  
2 the new crossing, the downtown crossing, that area is  
3 slowly coming back.

4 The North Station area offers not only  
5 transportation for government workers, but it also  
6 adds the fact that it is downtown; it is right in the  
7 heart of the so-called Government Center.

8 I was glad to see Secretary Locke here. Any  
9 decision to locate the Federal Building in the North  
10 Station area must be accompanied by a commitment from  
11 the State Department of Transportation that the removal  
12 of the elevated in the North Station is vital. The Mayor  
13 can solve the Celtic problem as alluded to by Mr. Mintz  
14 by granting a 121 A to the Boston Bruins who are the  
15 owner of the building and let them properly renovate the  
16 Garden and by the tax savings, pass the tax savings  
17 along to the Celtics. I think they can work out an  
18 amicable agreement.

19 In closing, I would like to say this. We have  
20 been promised in Boston for the last 20 years since  
21 Ed Logue was here the last 18 years, a North Station  
22 revitalization. The city has commenced only most recently  
23 a rather cosmetic approach. We must get into it more  
24 deeply, more deeply committed to a real revitalization.  
25 We can't do it alone. The tax structure of this city,

1 we've just approved a Copley Place project in the  
2 Copley Square area with two hotels and a retail space  
3 up there. The one area that has been neglected for  
4 many years; when I say neglected, we have left it to  
5 the private sector to redevelop, has slowly eroded. I  
6 dare say with the talk about a new federal building,  
7 the removal of the L, the renovation of the Garden that  
8 we have discussed in the city for two years, has  
9 rejuvenated a demand. I know properties on Portland  
10 Street in the last year have jumped 50 and 60 per cent  
11 in value. It will create, believe me, Mr. Chairman, it  
12 will create an increased source of taxation for this  
13 city that we so sorely need, not only in the 121A's,  
14 which are limited type agreements, limited payment in  
15 lieu of taxes, but in the general, for the private sector  
16 that pays under the conventional system, and most of  
17 those buildings do pay conventional regular valuation  
18 type taxes, I think it will grant them relief, so I  
19 would hope, in closing, I thank you for this opportunity  
20 to speak in favor, and I know that Cambridge, and I  
21 understand that the decision has been held up pending  
22 a decision by the City of Cambridge as to whether or not  
23 they want the relocation of that little strip, I'm sure  
24 Cambridge with the relocation of the Lechmere Square  
25 station stop across the street in the railroad yards,



1 that with the relocation of this line and the submerging  
2 of the line at the North Station, I think that we all  
3 can, with some system of bus service, I think we can  
4 satisfy the City of Cambridge, but let me say this. Not  
5 only must we satisfy the City of Cambridge, but the City  
6 of Boston is the core of this whole area. We must let  
7 the parent municipality stay strong so that the children  
8 around it can survive with us. Thank you, very much,  
9 Mr. Chairman.

10 MR. BRETТА: Thank you, very much, Councillor.  
11 The next speaker is Mr. Sargent Collier, President of  
12 the Downtown North Association. Mr. Collier?

13 MR. COLLIER: Thank you, Mr. Bretta. My name  
14 is Sargent Collier. I am President of the Downtown North  
15 Association.

16 The Downtown North Association is a Civic  
17 organization comprised of small and large business and  
18 residential interests in the North Station area. We  
19 were founded twenty-five years ago and we originally were  
20 called the North Station's Merchants Association. We  
21 have approximately 100 members. I will make a copy of  
22 the membership available to you.

23 We do not represent every single small business  
24 and resident in the area, but I think that we believe we  
25 are the only large community improvement organization

1 specifically interested in the North Station area.  
2 Basically, we are fully in favor of the plan presented  
3 for the North Station area.

4 To tell you a little about the organization  
5 and I'll make it very brief, our by-laws define the  
6 purpose of the Downtown North as follows, and I quote,  
7 "To initiate and promote any movement for the commercial  
8 and civic betterment for the Downtown North area of the  
9 City of Boston or of the City of Boston in general and  
10 to enhance the well being of the members of the Association  
11 to the end that the Downtown North area shall be a better  
12 place in which to do business and in which to work and  
13 in which to live."

14 Specifically, the Downtown North has four areas  
15 of activity. The first is in physical improvements to  
16 the area including such things as improving sidewalks  
17 and streets and lighting and this sort of thing.

18 The second is coordinating with city agencies  
19 to provide better city services.

20 The third is licensing and other related  
21 matters, and the fourth is planning, and I think that  
22 this is a very important part of what we do.

23 The blue plan which I hold in my hand and  
24 which I will make a copy available to you was commissioned  
25 and paid for by the Downtown North Association in 1957.

1 There was absolutely no input of any funds outside those  
2 provided by the organization for this plan. A second  
3 plan which we have worked on and which was done in 1957  
4 was basically done by the Boston Redevelopment Authority  
5 and it is entitled, New Directions for North Station.

6 The Downtown North was asked to contribute  
7 to this report and met every two weeks for six months  
8 with the BRA supplying input for this 1957 study.

9 The third, and I think somewhat is a result  
10 of new directions for North Station to which the Downtown  
11 North has provided some input is the Moshe Safdie plan in  
12 which we feel has provided new reasons why the North  
13 Station area should be considered as a possible Federal  
14 Building site.

15 I think our area speaks for itself as far as  
16 a building location site, and as members of the Boston  
17 community in general and not just as members of the  
18 Downtown North, I would like to bring the attributes of  
19 our location to your attention. First is the general  
20 location close to the Government Center. Any new Government  
21 Center should be as close as possible to existing govern-  
22 ment facilities. Due to the inter-relationships between  
23 different government agencies, a citizen may have to  
24 visit several agencies to accomplish one task, and the  
25 North Station would place the new Federal Office Building

1 within a few minutes walk of most other city, state  
2 and federal offices.

3 The second attribute we have is our transpor-  
4 tation facilities. We have two subway lines; the Orange  
5 and Green MBTA Lines, we have the Boston and Maine  
6 commuter trains, MBTA bus lines, we have direct expressway  
7 access, we have close proximity to Logan Airport, we have  
8 more parking than any other downtown area in the city,  
9 and we are a short walking distance again from other  
10 government facilities.

11 Third, and I think a very interesting point is  
12 that we really have more land available in the North  
13 Station area than any other downtown area. Some of the  
14 land is presently owned by the city and other government  
15 agencies. Unlike other locations being considered for  
16 the Federal Building, very little property now in service  
17 would have to be acquired and/or demolished for the  
18 Federal Buidling.

19 What do we have besides these attributes? I'll  
20 tell you what we have. We have a lot of transportation  
21 spaghetti. We have the Southeast Expressway which cuts  
22 off our flank from the waterfront. We have the Storrow  
23 Drive ramp which separates our businesses from the  
24 Charles River. We have the Government Center Parking  
25 Garage which blocks us visually from the Government Center

1 and Quincy Market, and worst of all, we have the MBTA  
2 Green Line which cuts right through our heart with noise,  
3 dirt, and shadow from the elevated structure.

4 The reason we have land available in the North  
5 Station area is that other people don't want to be there.  
6 The Green Line elevated obviously has the most devastating  
7 effect of all these transportation networks. This plan  
8 is a dramatic, exciting plan. However, we feel that  
9 without the removal of the Green Line the plan cannot  
10 begin. We know that without a pressing reason for the  
11 Green Line to be relocated it will not be relocated.  
12 Such a major undertaking is far too costly, complicated  
13 and uncertain for private development sources to undertake.  
14 Accordingly, the relocation must be totally the result  
15 of government action and interaction, and this action  
16 can only be initiated if the Federal Building is located  
17 at North Station.

18 The transportation links that blight the  
19 North Station area were placed there by various government  
20 agencies. They are used by all the City of Boston.  
21 However, we are the people that suffer from the use of  
22 them. The city, state and government agencies that  
23 plan to put these transportation links in the North Station  
24 area have caused us years of noise, dirty and decay. We  
25 have been forgotten as a viable part of downtown Boston.



1 It is now time for the government to live up to  
2 your responsibilities, and I don't mean just the Federal  
3 Government, I mean the state and city, and remove this  
4 blight. You owe the North Station area the removal of  
5 the Green Line. We need the Federal Building.

6 If a federal building is located elsewhere  
7 then the elevated removal can be forgotten. Leave the  
8 elevated, and the entire North Station area can also be  
9 forgotten for another 25 years.

10 I am closing now, but I would like to say that  
11 the Downtown North pledges its full support of its member-  
12 ship and in obtaining the support of non-members. We  
13 will donate much, much time and whatever financial  
14 resources we can gather together to assist in this  
15 project. Thank you.

16 MR. BRETТА: Thank you, Mr. Collier. The  
17 next speaker is Cynthia Zaitzevsky, President of the  
18 New England Chapter Society of Architectural Historians.

19 Is she here?

20 (No response.)

21 MR. BRETТА: The next speaker is Mr. Roger Lang,  
22 Boston Landmarks Commission. Mr. Lang?

23 MR. LANG: Thank you, Mr. Bretta. I am Roger  
24 Lang, Vice Chairman of the Boston Landmarks Commission  
25 which has its offices in City Hall in Boston.

1           As I have in the past, I am pleased to offer  
2       comments tonight on behalf of the Landmarks Commission  
3       in regards to this phase of the ever longer running  
4       saga of your search for a suitable site for Boston's  
5       newest Federal Office Building.

6           I have a brief statement on behalf of the  
7       Commission which I wish to in part read into the record.  
8       As you may recall, the Landmarks Commission has offered  
9       testimony at past hearings on this subject. The focus of  
10      this testimony has been support for GSA compliance with  
11      the Public Buildings Cooperative Use Act. This Commission  
12      has been hopeful that a serious effort would be made to  
13      reuse existing buildings as the Act calls for, rather  
14      than adopt a solution involving only new construction.  
15      We have been disappointed that the prospectus process  
16      and the resulting program requirements of GSA, combined  
17      with the current circumstances in the real estate market  
18      and GSA's own preferences, have not meshed to allow for  
19      a project combining new construction with the reuse of  
20      existing buildings.

21           The Commission's present position is that it  
22      actively opposes the location of a single office tower  
23      totalling approximately one million square feet in the  
24      theatre district in general and a site adjacent to the  
25      Boston Common in particular. Given present circumstances,

1 the Commission now favors the fourth site under  
2 consideration, North Station. Siting a new office  
3 building on one of the sites offered by the Boston  
4 Redevelopment Authority would not require the demolition  
5 of significant structures and would be likely to have a  
6 less adverse impact on historic resources than would be  
7 true in the theatre district. The project could also  
8 serve as a catalyst for private investment in the nearby  
9 area known as the Bulfinch Triangle, an area which may  
10 be eligible for listing in the National Register of  
11 Historic Places.

12 The Commission recognizes that a new Federal  
13 Office Building at North Station might conceivably have  
14 some potentially negative effects on the Bulfinch  
15 Triangle resulting from increased interest and development  
16 of the area. The Commission urges, therefore, that if  
17 the site at North Station is chosen, the Federal Government  
18 work with the City of Boston to encourage development  
19 in the Bulfinch Triangle area that is appropriate to  
20 its history and architectural character.

21 Again, given present circumstances, the Boston  
22 Landmarks Commission believes that a North Station location  
23 offers the best all around solution available among the  
24 four sites under consideration. The Commission offers  
25 its assistance in addressing issues pertaining to the

1 protection of historic resources in the adjacent  
2 B ulfinch Triangle, and that's signed by the Chairwoman,  
3 Pauline Chase Harrell.

4 I'd also like to offer a couple of brief  
5 personal remarks. As one of the many citizens who strove  
6 to urge for the enactment of the Public Buildings  
7 Cooperative Use Act, I have some mixed feelings about  
8 the apparent denouement of this saga.

9 First, I'm disappointed that the reuse of  
10 Boston's amply supply of significant buildings apparently  
11 cannot help to meet the government's space needs in this  
12 case. It's clear to me now, and I hope increasingly  
13 clear to the General Services Administration, that the  
14 Public Buildings Cooperative Use Act is not having its  
15 intended affect to redirect federal priorities towards  
16 rehabilitation, and I would hope, although it's not  
17 central to the matter at this hearing, that thought  
18 within the Agency could be given to this.

19 I think the task force on historic preservation  
20 which prepared a report in February of 1979 to the  
21 Administrator, offered several suggestions on how this  
22 matter might be more happily resolved. First, it seems  
23 to me that the pre-planning process has to recognize  
24 the programming constraints and the opportunities for  
25 reuse. It is untenable in most cities with significant

1 resources to contemplate construction at the size of  
2 single structures in the order of one million square  
3 feet. It simply makes most areas which would otherwise  
4 be useful for providing space for federal needs in-  
5 appropriate because of the magnitude of the impacts  
6 associated with the process.

7 Second, it seems to me that priorities for  
8 selecting historic properties for rehabilitation also  
9 have to be defined, better defined so that you and  
10 your colleagues have an idea of what is more sacred than  
11 something else and thereby begin to prioritize your  
12 ability to perhaps combine new and old construction more  
13 effectively, and third, I think the imaginative alternatives  
14 for reuse which might involve cluster sites or groups  
15 of buildings rather than single structures to meet federal  
16 space needs are important.

17 Finally, to end on a positive note, although  
18 a Federal Office Building at North Station will be  
19 all new construction, I think the Public Buildings  
20 Cooperative Use Act can have a pivotal affect on the  
21 success of the project. I urge the General Services  
22 Administration to wholeheartedly implement the provisions  
23 of the Act that are intended to create a living building.  
24 Properly conceived and developed, the largest possible  
25 out lease space component can have a dramatic effect on



1 the users of the building, on the pedestrian perceptions  
2 of the new building, and on the well-being of the  
3 surrounding area which includes the historic resources,  
4 which are the new Federal Office Building's older neighbors.

5 Thank you.

6 MR. BRETТА: Thank you, very much, Mr. Lang.  
7 Mr. William Chouinard, Vice President of the Greater Boston  
8 Chamber of Commerce.

9 MR. CHOUINARD: Mr. Bretta, I'm William Chouinard,  
10 Executive Vice President of the Greater Boston Chamber  
11 of Commerce. I'm here tonight to record Greater Boston  
12 Chamber of Commerce as joining Boston Redevelopment  
13 Authority and the Mayor of Boston in the selection of  
14 North Station as a site for the new Federal Office  
15 Building.

16 A year and a half <sup>ago</sup> /we came before you on a  
17 similar public hearing and urged that the Federal Office  
18 Building be located somewhere in a seven block area  
19 by Stuart, Washington, Tremont and Summer Streets, feeling  
20 that the location of the Federal Building in that general  
21 area would reinforce the Lafayette Place project,  
22 revitalize the central retail area, eliminate the Combat  
23 Zone, so incompatible with the hopes and aspirations of  
24 the Chinese, retail, Tufts, and theatre district communities  
25 in Boston.

1                   We're no less committed today to realizing  
2                   any of those objectives. However, we have been assured  
3                   by the Mayor and the Boston Redevelopment Authority  
4                   that they share our concerns and objectives for the  
5                   lower Washington Street area and a successful revitalization  
6                   of our central business district, and in the weeks  
7                   ahead we will be embarking in a collaborative manner with  
8                   the city in a major study design development program  
9                   which will harvest its objective, bring about the  
10                  mixed use development including desirable office, retail  
11                  and residential space which has been sought since the  
12                  committee on the central business district articulated  
13                  its plans and objectives in the early 1960's.

14                 With these assurances I can say to you tonight  
15                 that we believe the location of the Federal Office  
16                 Building in the North Station area will have a profoundly  
17                 positive impact on one of the few remaining areas of  
18                 major development potential in our downtown. North  
19                 Station has been languishing for too many years as a  
20                 hapless collection of parking lots, empty buildings,  
21                 a deteriorating cross roads for transportation facilities  
22                 and an obsolescing sports facility.

23                 It truly can become a totally revised and  
24                 revitalized neighborhood of Boston, offering the best  
25                 mix of business, residential, retail and civic activities,

1 on a par with the other significant redevelopment  
2 projects in this city, and we believe that the Federal  
3 Office Building will in fact stimulate a level of public  
4 and private investment which we have seen in so many of  
5 the city's other successful revitalization efforts.

6 With that in mind, we not only urge the  
7 relocation of the Federal Office in the North Station  
8 area, but also challenge you and the General Services  
9 Administration to make an unprecedented effort and  
10 commitment to create a building of beauty and vitality  
11 and to work with the total community to insure the landmark  
12 success of the overall redevelopment of the North Station  
13 area.

14 Mr. Bretta, I want to tell you that the business  
15 community has spent the last four or five months and  
16 a lot of very studied conversations and deliberations,  
17 and our appearance here tonight in endorsement of the  
18 North Station site was not a conclusion that we arrived  
19 at easily, and I can tell you on behalf of all of the  
20 affected interests and the people who want to see the  
21 success of the lower Washington Street area and  
22 revitalization of the central business district, that  
23 we have, I think, very uniquely, in the history of  
24 redevelopment in this town, placed a great deal of faith  
25 and confidence, not only in our own ability, but in the

1 ability of the Mayor and the Boston Redevelopment  
2 Authority to create a replacement strategy for the  
3 lack of a federal building in the Washington Street area,  
4 and I must say to you that we have never disputed the  
5 value of locating a federal office building in the  
6 North Station area, because in truth, in the last 20  
7 years the predecessor, North Station Merchants  
8 Association and others, have sat there and I think very  
9 legitimately cried out for the necessary public stimulation  
10 and private investment to bring that area back, so I  
11 think you have tonight, as I have sat here and listened  
12 to labor, and to the state and the city's posture, and  
13 I'm now telling you what our posture is in the business  
14 community, that you have a consensus for the location  
15 of the Federal Office Building in the North Station area,  
16 and I hope that we can proceed with that at great pace  
17 and that we will do it with imagination and we will  
18 do it in a style that I think is going to really fit very  
19 well with the kind of positive attitude that all of us  
20 have about the city. Thank you, very much.

21 MR. BRETТА: Thank you, very much, sir.

22 I want to commend and compliment the speakers  
23 on staying within the five minute time limit. We have  
24 quite a few speakers that are still going to be talking  
25 tonight, so I ask you to continue that cooperation.

1           The next speaker is Mrs. Mary Jackman, President  
2 of the Resident's Association of the Amy Lowell House,  
3 Charles River Park.

4           UNIDENTIFIED SPEAKER: Mr. Chairman, Mrs.  
5 Jackman is ill and is not able to be here this evening,  
6 but she does intend to supply a written statement on  
7 behalf of the Amy Lowell residents.

8           MR. BRETTE: All right. Thank you, very much.  
9 Dr. Manuel Lipson, who is the Director of the Massachusetts  
10 Rehabilitation Hospital at 125 Nashua Street, Boston.

11           MR. LIPSON: Thank you, very much. The  
12 hospital would like to speak in favor of placing a new  
13 General Services Administration building for Boston at  
14 Causeway and Nashua Streets in the North Station area.

15           The Board and the Administration of the hospital  
16 feel that this site would begin the redevelopment of the  
17 North Station area. This selection would be reasonable  
18 and fair as it seems clear that the North Station is one  
19 of the few major areas in Boston which has not benefited  
20 from the modernization of Boston by public and private  
21 construction.

22           The selection of the building site would give  
23 impetus to a redevelopment plan. A logical and practical  
24 plan could be initiated by this selection. This could  
25 remove the Green Line which has kept this Boston area



1 a wasteland for many years. This site selection could  
2 promote the now almost universal agreement that the  
3 riverfront should be developed in a coordinated and  
4 esthetic fashion.

5 This particular corner that links the Charles  
6 River with the harbor should be one of the most deserving  
7 parts of the river for long-range coordinated planning.  
8 The hospital and the Registry are essentially the only  
9 buildings in that area between the riverfront and the  
10 proposed construction area. Otherwise, the area from  
11 the river is either empty or filled with deteriorating  
12 buildings and parking lots. Not only is this area worthy  
13 of the development as compared to other parts of the  
14 city, it should be easier to develop.

15 Further, it is obvious that the building site  
16 is one of the great centers of Mass and public transpor-  
17 tation. It is the terminal of the Boston and Maine  
18 leading north. It is at the confluence of the central  
19 arteries, Storrow Drive, Route 93, and 95. The North  
20 Station businessmen have long sought the upgrading of  
21 their area. Resistance to this upgrading should be very  
22 small as compared to the resistance in many other areas  
23 of the city which have been controversial.

24 In conclusion, we recommend that the Federal  
25 Government place a new Federal Building in the North Station

1 area. This location is one of the few undeveloped areas  
2 of the city. The impediments to construction will be  
3 small. The nearby riverfront which has a large constituency  
4 demands organized and far-seeking development. The local  
5 merchants and dwellers seem anxious for that development.  
6 The transportation is outstanding. By any measure, this  
7 site seems to be the most logical for the building as  
8 part of a much larger plan. Thank you.

9 MR. BRETТА: Thank you, very much, doctor.  
10 The next speaker is a member of the General Court,  
11 Representative Sherman W. Saltmarsh, Jr. Representative?

12 MR. SALTMARSH: Thank you, very much, Mr.  
13 Chairman, for taking me out of order. For the record,  
14 I am Sherman W. Saltmarsh, Jr., representing the 34th  
15 Middlesex District from Winchester and Stoneham.

16 It's probably somewhat unusual that a Republican  
17 and member of the Minority Party from Winchester is in  
18 testifying for a project of this magnitude in the City of  
19 Boston, Mr. Chairman.

20 As the ranking minority member of the Committee  
21 on Transportation for the last six years, Mr. Chairman,  
22 I would like to go on record as supporting this project.  
23 For the last four years I have sponsored legislation to  
24 initiate the work on the northern section of the Central  
25 Artery, particularly in the City Square area and just north

1 of the North Station.

2 I am pleased to say to you, Mr. Chairman, and  
3 maybe others here will mention this, that on April 23rd  
4 the Department of Public Works signed a contract with  
5 Berger and Associates to start the design, the preliminary  
6 design of the northern section of the Central Artery.  
7 This contract is a \$2 million contract and they have  
8 two years in which to complete the preliminary design.

9 Also, I'd like to say to you, Mr. Chairman,  
10 that if this project is approved by the GSA, I think  
11 frankly it's going to be a catalyst for the entire  
12 North Station area. I think it's going to help us in  
13 the legislature to turn around and work with the city.  
14 I think many times those of us in suburbia somehow don't  
15 take the interest of those in the city, and I think as  
16 one member of the legislature, and particularly in the  
17 Committee on Transportation, that we have an obligation  
18 to fulfill the development and the improvement, particu-  
19 larly of the North Station area. I happen to pass through  
20 this part of the city every day, and I had the good  
21 fortune of playing hockey at the North Station when I  
22 was at Boston College, and frankly, there has been a slow  
23 deterioration of this area over the last few years.

24 Also, Mr. Chairman, for those of you who are not  
25 familiar with it, the elevated structure that's in front

1 of the North Station is the last piece of elevated  
2 structure that's going to be in use for any period of time  
3 by the MBTA. As most of you know, the Orange Line has  
4 presently started the construction in the southwest  
5 corridor, and the Orange Line, the existing one, will  
6 be torn down and a new line be built, so this is the  
7 last piece of elevated structure in the entire city.  
8 I think again, as a member of the legislature, I have  
9 an obligation to make sure that this is torn down, and  
10 torn down as soon as possible. Thank you, very much,  
11 Mr. Chairman.

12 MR. BRETТА: Thank you, very much, Representative.  
13 The next speaker is the Mayor of the City of Boston,  
14 the Honorable Kevin White.

15 MAYOR WHITE: I thank you, Mr. Chairman, and  
16 I thank you for taking me out of turn.

17 It may not be surprising to see me here as  
18 it was to see a Republican Representative from Winchester.  
19 It might be surprising to see us both agreeing on the  
20 same subject, but I am here tonight, and I'd like to  
21 read a prepared statement very briefly for the Committee.

22 I'm here tonight obviously to testify that  
23 in our opinion, locating the proposed Federal Office  
24 Building in the North Station area will produce great  
25 benefits to the City of Boston and to the residents of

1 this city over the next two, even three decades.

2 One million square feet of office space will  
3 permit the city to attract more tenants to the city where  
4 currently the office vacancy rate in this city, particularly  
5 in this area, is as low as almost 3 per cent, and the  
6 construction of a new Federal Office Building in the  
7 North Station will provide, as has been testified by  
8 previous witnesses, provide an anchor for what  
9 I think is one of the most ambitious and innovative  
10 development schemes that this city has seen in a long,  
11 long, time.

12 That design was created, the genesis of it was the  
13 inspiration of an internationally renowned architect,  
14 Moshe Safdie, and what it does, as we all know, I think,  
15 at this juncture, hopefully so, it calls for literally  
16 the rebirth of the North Station area, complete with  
17 waterfront access, shops and new sports arena, hopefully.  
18 It is our belief that the North Station area provides  
19 a sizeable tract of land for complimentary development  
20 for the proposed Federal Office Building that no other  
21 site, I think, in the city, at least so centrally  
22 located, offers, and in addition, the site, obviously,  
23 as we all know, is well served by Mass Transit. It is  
24 connected directly with the regional highway system  
25 and is close to the city's business district and other



1 governmental buildings. It would serve collaterally with it.

2 I would not ask for the North Station siting  
3 of this building if I thought honestly that it would  
4 in any way jeopardize other development projects any other  
5 way or in any other place within the downtown area. I  
6 know in public discussion that there is genuinely  
7 expressed concern about the lower Washington Street area,  
8 and I want to go on record and speak as Mayor of this  
9 city to assure that lower Washington Street still holds  
10 a major commitment for the city in development, and  
11 that's on a current basis, not a futuristic one, and we  
12 would not develop North Station at the expense of lower  
13 Washington Street.

14 The leadership and the concern of the Chamber  
15 that has been expressed to me by them, my confidence  
16 in the Chamber, in its representative capacity, the  
17 Retail Board of Trade and the Chinese community all have  
18 my genuine and unalterable commitment and guarantee that  
19 we will meet our commitment to that area, but this Federal  
20 Office Building, I think, is most compatible with the  
21 city's North Station plan and overall development of the  
22 city, and I respectfully recommend without reservation  
23 that hopefully you would locate the Federal Office  
24 Building in the North Station. Thank you.

25 MR. BRETTE: Thank you, very much, Mr. Mayor.

1 The next speaker is Mr. Arthur Osborne, President of  
2 the Mass. State AFL-CIO. Mr. Osborne?  
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1 MR. OSBORNE: The Massachusetts State Labor Council,  
2 AFL-CIO passed a resolution to endorse the North Station Area  
3 for the location of the proposed new Federal Building. This  
4 area stands out as the most feasible of all areas being con-  
5 sidered as far as future growth potential is concerned.

6 The City of Boston's future and that of its people  
7 would surely be enhanced by the G.S.A. selecting the North  
8 Station Area. I would like to submit this proposal. Thank  
9 you.

10 MR. BRETТА: Thank you very much, Mr. Osborne. The  
11 next speaker is Mr. Bill Baynes, President of the Mass. State  
12 Building Trades. Mr. Baynes?

13 MR. BAYNES: Thank you, Mr. Bretta. As President  
14 of the Massachusetts Building Trades, I represent about  
15 90,000 building trades men in the Commonwealth of Mass. Last  
16 weekend we had our convention down the Cape, and I'll read  
17 the following resolution that was passed there. "The  
18 Massachusetts Building Trade Council endorses and encourages  
19 the G.S.A. to seriously consider the North Station Area of  
20 Boston, as their site for the new Federal Building. The  
21 North Station Area has the greatest potential for encouraging  
22 future development in an area that vitally needs it and would  
23 be in the best interest of all Massachusetts residents." This  
24 passed unanimous and if we can do anything to help you pro-  
25 gress in this direction we will, Mr. Bretta.

1 MR. BRETТА: Thank you very much. Mr. Samuel  
2 (Crisafulli.

3 MR. CRISAFULLI: Mr. Bretta, thank you very much  
4 for inviting me here. I am going to talk just two minutes  
5 and then give my time to Mr. Michael<sup>Weinmayr</sup>, who will show you some  
6 of our plans which are the same as the BRA. Most of the  
7 people who live in the area now, are in favor and we're glad  
8 to see after eighteen years now that Mr. Logue is gone, that  
9 the area is being revitalized. We want to go on with the  
10 GSA Building and revitalize some of the housing that has been  
11 neglected in the passed. Therefore, I thank you again and  
12 I'll give it over to Mr. Weinmayr to show you some of our plans  
13 that are the same as the BRA, but just one little bit of an  
14 exclusion. Thank you.

15 MR. BRETТА: I strongly recommend, Mr. Weinmayr in  
16 as you stepped away from the microphone, if you could submit  
17 your written remarks to us so they can be made part of the  
18 record. The general services would appreciate it, all right?  
19 Thank you very much. Mr. Robert Ryan, Director of the Boston  
20 Redevelopment Authority.

21 MR. RYAN: Thank you, Mr. Chairman. As the City's  
22 Planning Agency and as the agency with the primary responsi-  
23 bility for large scale renewal projects, the Boston Redevelop-  
24 ment Authority strongly urges the General Services Administra-  
25 tion to choose the North Station Area as the site for the

1 new Federal Office Building. I would like to discuss briefly  
2 why the BRA has taken this position. Over the past few  
3 decades, Boston has virtually rebuilt and revitalized its  
4 downtown. In the process, the city has experienced remarkable  
5 economic growth, and the numerous benefits that accompany  
6 that growth. This era of development in Boston resulted from  
7 an imaginative and resourceful use of public investment. In  
8 Scollay Square and in the downtown waterfront, in the Charleston  
9 Navy Yard, and now in Lafayette Place, the city's use of pub-  
10 lic money served as a catalyst for private investment which  
11 generates new jobs, increased tax revenues, and results in  
12 physical improvements which improve the quality of life in  
13 the city.

14           However, one part of our downtown has lagged behind  
15 in terms of growth and development. That is the North  
16 Station Area which significantly enough, is an area where  
17 there has been little in the way of public investments and  
18 even private investment in the last thirty years. The North  
19 Station is only minutes away from the Government Center, the  
20 Faneuil Hall Market, the revitalized waterfront, the city's  
21 financial and retail districts, and several other of our  
22 downtown residential neighborhoods. Yet, North Station  
23 today is one part of our downtown that looks almost exactly  
24 as it did twenty-five years ago. The North Station Area has  
25 great potential strengths. First among these are the business



1 men and the property owners of that area, namely the Downtown  
2 North Association. After meeting with the Downtown North  
3 Association, I quickly realized that the city should work  
4 closely with this group to improve the North Station Area.  
5 It is also apparent that any planning program for the North  
6 Station Area had to encompass an area that ran roughly from  
7 the Government Center to the Leverett Circle, and including  
8 that portion of the Charles River which runs from the Museum  
9 of Science to the North End. As you know, we asked the noted  
10 architect, Moshe Safdie to work with us on a plan for this  
11 area. Mr. Safdie's proposed development program is aimed at  
12 transforming the North Station from Boston's back yard, to  
13 one which will house a variety of commercial and residential  
14 uses. It combines a rehabilitation of existing buildings  
15 and new construction, along with imaginative uses of the  
16 area's riverfront location.

17           The strength and commitment of the Downtown North  
18 Association, the locational advantages of the North Station  
19 Area, the vision embodied in the Safdie Plan, provides the  
20 ground work for a program of development that could rank  
21 among the most important of this city.

22           The one final ingredient is needed before our  
23 development program moves from planning to action. That is  
24 the initial impetus which can be provided by a significant  
25 public investment. To locate the Federal Office Building in

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1 the North Station in 1980 would produce the great changes  
2 and improvements which came about when the federal government,  
3 in partnership with the city of Boston, helped transform  
4 Scollay Square into the new Government Center. In a matter  
5 of weeks, the city of Boston with the financial support of  
6 the Downtown North Association, began improvements on Canal  
7 Street. This represents the city's commitment to upgrade  
8 this area. Equally as important, it represents the confidence  
9 and commitment of the property owners in the area. The city  
10 and the private investors cannot afford the massive infusion  
11 of public money required to set in motion our long range  
12 program of development. We are convinced that an investment  
13 on the part of the federal government, can generate the  
14 changes needed in this area. In this regard, I would like  
15 to cite President Carter's Executive Order for the Placement  
16 of Federal Buildings in its requirement that serious consider-  
17 ation be given to the impact that a federal project will have  
18 on improving the social, economical, and environmental and  
19 cultural conditions of an urban area.

20 Our recommendation of the North Station Area for  
21 the Federal Office Building is the most feasible and practi-  
22 cal way for GSA to meet the requirements of this Executive  
23 Order. The General Services Administration has an opportun-  
24 ity to be a catalyst in the realization of a development  
25 program that will help the \$400 million in private investment

1 and rehabilitation in this part of the city. We ask that you  
2 join us in helping to bring about the change that will benefit  
3 the people of Boston and the region as a whole. I would just  
4 like to reconfirm, from the BRA standpoint, our commitment  
5 to developing with the Retail Board, the Chamber, Tufts, the  
6 Chinese Community; a replacement strategy for the lower  
7 Washington Street Area. We will apply all of our city resour-  
8 ces and our planning efforts to bring about and focus new  
9 development in that area of the city. Thank you.

10 MR. BRETТА: Thank you, Mr. Ryan. I strongly  
11 request the cooperation of everybody in the Hall, that there  
12 be no outburst of any type after each speaker is finished.  
13 I would appreciate it if we could continue with that coopera-  
14 tion. Mr. Charlie F. Spillane, Secretary-Treasurer, General  
15 Agent of the Boston Building Trades. Mr. Spillane?

16 MR. SPILLANE: Thank you, Mr. Chairman. For the  
17 record, my name is Charles F. Spillane, Secretary-Treasurer  
18 General Agent of the Building Construction Trades Council of  
19 the Metropolitan District. Our address is 120 Boylston Street,  
20 Boston, Mass.

21 Mr. Chairman, we have a number of our officers and  
22 members here this evening and rather than take up your valua-  
23 ble time for them to speak, I will give you their names for  
24 the record. We have James Farmer from the Glazier's Union  
25 #1044, Louis Mandarini, Laborer's Local #22, they're at 215

1 Hanover Street, Boston, MA. We have Joseph Nigro, Electricians  
2 Union - Local 3103, Freeport St., Dorchester. We have John  
3 Hogan from the Painter's District Council #35, John Simmons,  
4 Painter's District Council #35, James Damery, Painter's  
5 District Council #35, Freeport Street, Dorchester. Charlie  
6 Ahl, Business Agent for the Plumber's Union, Local #12, Boston.  
7 Russell P. Campbell, Vice-President for the State Council  
8 AFL-CIO and also Secondary Treasurer of the Pipefitter's  
9 Union Local #537. Angelo Buonopane, Business Agent, Boston  
10 Cement Masons Union, Local 534. We have Ronnie Barran from  
11 the Carpenter's Union, Local 67. Barney Walsh, President of  
12 the Boston Building Trades also Manager of Carpenter's Union,  
13 Local 67. We have Bob McNulty, Carpenter's Union Local 67,  
14 he's their Secretary-Treasurer. We have Thomas H. Maunsell,  
15 Carpenter's Local 67. Joseph J. Gambino, Electricians Union,  
16 Local 103. Joseph J. Sheehan, Electrician's Union 103.  
17 William Keogh, Pipefitter's Union, Local 537. Thomas Kerr,  
18 Pipefitter's Local #537.

19 Also this evening, Mr. Chairman, I not only repre-  
20 sent trades men but potential trades woman, if I may. This  
21 evening Susan Brophy is here who is in charge of our program  
22 for Women in Construction. Those names are for the record,  
23 Mr. Chairman, and they won't speak. Maybe Barney Walsh will  
24 speak, the President of our Building Trades Council.

25 You know it's ten years ago that Park Plaza was to

1 be a reality and all we got in ten years was a name that re-  
2 placed Statler, it says Park Plaza Hotel. We are very much  
3 in favor of this building going in the North Station site.  
4 We don't have to worry about dogs on the Boston Common, or  
5 shadows on the Boston Common. We need the work and as you  
6 heard brother Baynes say, we passed the resolution over the  
7 weekend at the Massachusetts Building Construction Trade  
8 Conference in Hyannis, unanimously in favor of the North  
9 Station site. It appears to me this evening from this gather-  
10 ing that maybe it will be a reality, we hope. We definitely  
11 want to get our hard hats back into Boston. In the newspapers  
12 it looks like we have a lot of work. We do have a lot of work  
13 on paper. We have over 650 electricians working throughout  
14 this nation. We have mechanics from all our trades, not only  
15 throughout the nation, but in sections of the universe. We'd  
16 like to get them back, Mr. Chairman. We'd like to get them  
17 back working here, we'd like to get them back to their fami-  
18 lies; therefore, we unanimously support the North Station site.  
19 Thank you very much.

20 MR. BRETТА: Thank you very much. Mr. Barney Walsh,  
21 President of the Boston Building Trade. Mr. Walsh? Is  
22 Mr. Walsh here?

23 Mr. Jerome Rappaport, General Partner of the  
24 Charles River Park. Mr. Rappaport?

25 MR. RAPPAPORT: Mr. Bretta, my name is Jerome



1 Rappaport. I am Managing General Partner of the Charles River  
2 Park.

3 The Charles River Park consists of 2300 apartments,  
4 300,000 feet of office space, 100,000 feet of retail space,  
5 three churches, a temple, a Holiday Inn, tennis courts, pools,  
6 3500 parking spaces, but above all, on behalf of the tenants  
7 of that complex and of the owners of that development, we  
8 welcome the General Services Administration as a neighbor.

9 We are impressed by the difference between this  
10 first hearing in which 15 sites were located and tonight.  
11 We have always felt that the GSA locating in the North Station  
12 Area, would serve the interests of the government, the federal  
13 government, would serve the interest of the city and of the  
14 Commonwealth, and represent that exciting potential of an  
15 integrated expenditure of public and private funds. We too  
16 have been extraordinarily impressed at the leadership of the  
17 mayor and the Boston Redevelopment Authority, and the unity  
18 of labor, the business community, the real estate community,  
19 and now focusing on the North Station Area as the site for  
20 the GSA; and through its location there, achieving the goals  
21 of your program. It is obvious that in the transitional  
22 period, Charles River Park would represent a place in which  
23 there would be readily accessible housing, shopping, medical  
24 personnel, religious facilities, recreational facilities, and  
25 parking for those who will be working in the General Services

1 Building. I will not reiterate all of the other attributes  
2 which I think have been extraordinarily well presented here  
3 tonight. I will not list the 7,000 tenants who would like to  
4 be recorded as being in favor of your project. We would like  
5 to assure you of two additional areas of cooperation which  
6 may be helpful to you.

7 In the event that it is the determination to locate  
8 your project in such a way that would necessitate any reloca-  
9 tion of the 40 residential units that are in the entire North  
10 Station Area; we are prepared to offer, to accept, within the  
11 Amy Love which is our low and moderate income building, any  
12 of those tenants on a priority basis and we'd do the same  
13 in the other buildings.

14 In addition, it is our intention to commence on a  
15 commercial office building, a commercial hotel, which we  
16 believe will also contribute and will be immediately adjacent  
17 to your building and which we would hope, would contribute  
18 to the functionality of that building. We wish you well, and  
19 we commend the community on their united stand now on this  
20 location. Thank you.

21 MR. BRETТА: Thank you, Mr. Rappaport.  
22 Mr. Robert Dickinson, Director of the Labor Relations  
23 Association for General Contractors.

24 MR. DICKINSON: Thank you, Mr. Bretta. I'm here  
25 tonight as Secretary of the Massachusetts Labor Management

1 Committee, which consists of 26 Contractor Associations and  
2 17 Building Trade Unions. We have a resolution that was  
3 passed and I submit it for the record. To save time, I will  
4 not read it, but as Bob Ryan mentioned earlier, there are  
5 criteria the GSA uses in selecting. While I recognize that  
6 legally you're not bound to the same criteria that the  
7 government uses in selecting a HUDAG Grant, I would think that  
8 some of the same principles apply to selecting the North  
9 Station site. The leverage that can be provided in revitali-  
10 zing that area would be tremendous. One has to merely look  
11 behind this to the development that the Rousse Company spon-  
12 sored when they put work in connection with the BRA into the  
13 old Quincy Market Area, to see what can happen.

14 The same thing can happen in the North Station site,  
15 with the GAS Building there and the Committee is unanimously  
16 in favor of that site. Thank you.

17 MR. BRETTA: Thank you very much. I'd like to take  
18 this opportunity; standing in the back of the Hall in the  
19 hall way, is the former mayor of the city of Everett, and  
20 presently the regional representative for the Department of  
21 Transportation, George McCarthy. George? Do you want to  
22 just come in for a second? Mr. McCarthy will be responsible,  
23 if and when the green line should ever come down, to grant us  
24 the permits to take them down through the Department of  
25 Transportation. I just want to acknowledge his presence here

1 tonight. Mr. Maurice Saval, Chairman of the Board, Charles  
2 River Park Synagogue.

3 MR. SHAPIRO: Thank you, Mr. Chairman. May I cor-  
4 rect something? What is the name that you gave? I didn't  
5 recognize it as my name.

6 MR. BRETТА: I am sorry if I mispronounced it. It's  
7 pronounced SAVAL, is that correct?

8 MR. SHAPIRO: No, I'm Frank Shapiro, a little  
9 different.

10 MR. BRETТА: It's nice to know you Frank, because  
11 I have Maurice Saval down here and he was going to be the  
12 next speaker, but go ahead.

13 MR. SHAPIRO: Okay, thank you, Mr. Chairman. I  
14 shall not belabor the arguments that have preceded me in  
15 favor of the GSA Building. In that way the arguments were  
16 presented and presented very well. I just want to say one  
17 thing. I represent the Charles River Park Synagogue. The  
18 synagogue is the oldest synagogue, the oldest orthodox  
19 synagogue in this area, almost a hundred years old. Recently  
20 it's been rebuilt and it's an edifice of great beauty and  
21 dignity and great warmth. The architects who designed it  
22 have received awards for its beauty. A structure of that sort  
23 deserves something good and dignified as a neighbor. There  
24 is no doubt that the area as it stands now, is not in harmony  
25 with a spiritual edifice and one devoted to religion. I

1 therefore, want to record myself in behalf of the synagogue,  
2 as being in favor of the GSA Building which I am informed  
3 will be also a thing of dignity and will harmonize with the  
4 esthetics of the situation. Therefore, it will be of benefit  
5 to the synagogue if we have a structure of that sort and  
6 reversely those of the Jewish faith, who will want some spir-  
7 itual nourishment, will have the synagogue near by even as  
8 those of the other faiths have a Catholic Church and a  
9 Protestant Church near by. Please record us as in favor of  
10 the GSA Building in the North Station Area.

11 MR. BRETТА: Thank you very much for your kind  
12 remarks. Joan Wood, President of the Park Plaza Civic  
13 Advisory Committee.

14 MS. WOOD: Good evening, Mr. Bretta. My name is  
15 Joan Wood. I am President of the Park Plaza Civic Advisory  
16 Committee, a coalition of 14 civic, business, labor, and  
17 community organizations.

18 The Park Plaza Civic Advisory Committee is pleased  
19 that GSA is considering new alternatives for the location  
20 of the proposed Federal office building in Boston. Over the  
21 past year and one half, CAC and other community and civic  
22 groups have pointed out to you and other federal officials  
23 the totally unacceptable adverse impacts which would result  
24 from such a structure on the Boylston-Avery Streets site  
25 across from the Boston Common (site K). Our testimony of



1 June 25th, 1979, is as relevant today as it was nearly a year  
2 ago.

3 The Park Plaza Civic Advisory Committee is respon-  
4 sible for the Park Plaza Urban Renewal Area, a portion of  
5 which is adjacent to site K. From our perspective, a North  
6 Station alternative would avoid the obvious environmental  
7 dangers attendant to site K. The traffic generation of the  
8 new facility, particularly auto traffic, can be handled  
9 more appropriately at North Station. The height needed to  
10 accommodate a one million square foot program is available  
11 there without over-shadowing a critical public space as with  
12 site K. The rejuvenation of the Theater District would not  
13 be threatened by a massive government office building in its  
14 midst and by the type of secondary development pressures  
15 which would ensue.

16 Placement of the proposed building in the North  
17 Station vicinity would also provide the impetus for the  
18 redevelopment of the area as envisioned by the city and result  
19 in the upgrading of an entire area, the provision of a sig-  
20 nificant number of construction and permanent jobs, and the  
21 leverage for substantial private investment. Such secondary  
22 benefits from this major federal investment would be far  
23 greater with a North Station location than with any other  
24 considered to date.

25 Finally, the choice of a site which is supported by

1 the city and its diverse constituents will result in more  
2 rapid development than the choice of one clouded by the threat  
3 of prolonged controversy. Thus, we urge GSA to take a care-  
4 ful look at the alternative sites offered by the city and to  
5 objectively consider the environmental and economic advantages  
6 they offer to the city as well as the adverse impacts which  
7 would be avoided by such a location.

8 Thank you for this additional opportunity for  
9 public input into a critical decision which will affect the  
10 entire city for decades to come.

11 MR. BRETТА: Thank you very much, Joan.

12 Mr. John A. Nucci, Director of the Department of Community  
13 Coordination, Action for Boston's Community Development, ABCD.

14 Mr. Nucci?

15 MR. NUCCI: Thank you, Mr. Chairman. For the  
16 record, my name is John A. Nucci. I am the Director for  
17 the Department of Community Coordination, of Action for  
18 Boston Community Development, Inc., better known as ABCD.  
19 ABCD as you may know is funded by the Community Services  
20 Administration as a community action for the city of Boston  
21 and has been in operation for over nineteen years. ABCD is  
22 recognized as Boston's official anti-poverty agency.

23 I would like to present to/you Mr. Chairman, some of  
24 the reasons why I feel the GSA should select the proposed  
25 North Station site for location of the new Federal office

1 building, rather than the previously discussed downtown sites,  
2 particularly the controversial Boston Common site also labeled  
3 by GSA as site K.

4           Allow me to introduce you to some general background  
5 information concerning ABCD. ABCD operating on a budget of  
6 approximately \$30 million, manages a number of programs for  
7 residents from all neighborhoods from the city of Boston,  
8 including Head Start classes, Man-power training programs,  
9 a community college education program, and various senior  
10 citizen and youth projects. In addition, ABCD provides valu-  
11 able meeting space at our offices, located downtown at 178  
12 Tremont Street, for community groups from all sections of the  
13 city to come together to discuss common issues affecting them.  
14 ABCD also operates a fuel assistance program expected to reach  
15 thousands of needy recipients in Boston and surrounding  
16 communities this year. Our current downtown location affords  
17 ABCD the neutral turf needed for those types of activities  
18 to reach our large constituency living in Boston's neighbor-  
19 hoods, which as you know vary greatly in racial, ethnic, and  
20 social economic climate. As a city wide agency concerned  
21 with the overall progress of our city, however, ABCD also  
22 feels very strongly about the future of Boston's valuable  
23 downtown space, and therefore would like to point out just  
24 a few of the many reasons why the North Station Area would be  
25 more suitable than the downtown area for the location of the

1 building.

2           The North Station Area of Boston has been a much  
3 discussed area of potential revitalization for quite some  
4 time. The opportunity for the new Federal office building to  
5 serve as an important first step in this revitalization is  
6 most welcomed. The generous financial and administrative  
7 commitments being offered by the city of Boston in their  
8 proposal for North Station further illustrate the benefit  
9 to our city in locating at North Station. Convenient access  
10 to public transportation, closer proximity to other federal,  
11 state, and local government buildings, the cooperation of  
12 the city facilitating the development process, and the strong  
13 sentiment of North Station businesses and institutions  
14 welcoming the development, all strongly contribute to making  
15 North Station the ideal space for the new Federal office  
16 building.

17           In contrast, Mr. Chairman, the negative aspects of  
18 locating downtown, especially on site K, the Boston Common  
19 site, are numerous. To locate downtown would cause obvious  
20 adverse affects on one of Boston's finest natural resources,  
21 the unique and historic Boston Common. This land surrounding  
22 the Common has a very high potential for housing, commercial,  
23 and recreational space, to be utilized by residents of Boston  
24 and visitors alike, thereby contributing much needed revenue  
25 to our city. The increased automobile and pedestrian traffic

1 to the already congested downtown area, caused by the reloca-  
2 tion of over 3,000 government employees, will certainly  
3 adversely affect the theater district and further contribute  
4 to a nine to five syndrome which does not stimulate economy  
5 in our downtown area in any way. In fact, Mr. Chairman, the  
6 existing spector of GSA taking properties bordering the  
7 Common, has delayed any significant investment in the area  
8 for quite some time. It is ironic, Mr. Chairman, that an  
9 initial motive for locating the new building in the downtown  
10 area, was to eliminate Boston's combat zone. Yet due to the  
11 historical significance of most combat zone structures, the  
12 area cannot be demolished for construction of the proposed  
13 building. To locate the tower on the periphery of the combat  
14 zone will not serve to satisfy the initial reasoning.

15 The opposition to selection of the Boston Common  
16 site has been strong and vocal, as evident by testimony given  
17 at previous hearings sponsored by GSA, as well as statements  
18 made by various community and preservation groups over the  
19 recent months.

20 The city of Boston has prepared a comprehensive  
21 proposal for North Station, Mr. Chairman, and I strongly urge  
22 GSA to adopt it for the development of the new Federal office  
23 building. In fact, GSA itself has stated that it is their  
24 policy to locate buildings where they can have a major impact  
25 on urban revitalization and enhance the quality of life.



1 Nowhere in the city of Boston, at the present time, would  
2 better apply to that policy than a North Station Area. Simi-  
3 larly, Mr. Chairman, it should be obvious that selection of  
4 the downtown area, would clearly not enhance the quality of  
5 life, but rather would contribute to adversely affecting it.

6 I am truly grateful for this opportunity to voice  
7 ABCD's concerns on both the location of the new Federal office  
8 building and the future of Boston's downtown district and  
9 hope again, that GSA will strongly consider acceptance of  
10 the city's proposal for North Station. Thank you.

11 MR. BRETTA: Thank you very much, Mr. Nucci. The  
12 next speaker is City Councillor John W. Sears. Councillor  
13 Sears?

14 MR. SEARS: Mr. Chairman, Mr. Mayor, and Mr. GSA  
15 Administrator, there are two things that I would like to say  
16 about this site for this building. The first is it's hassle-  
17 free and I hear the guys who want to get started, want to  
18 get going, want jobs, and want to see this thing built. As  
19 for the hassle in other sites, for those who think that Tufts  
20 is tough and that the neighborhood and citizen's groups at  
21 that part of the city are tough, you ain't dealt with the  
22 Chinese community. There are almost sure to be difficulties  
23 at the other sites, so in order to get things going and get  
24 jobs for people who need them badly right now, I think the  
25 North Station site is a ten strike. The other thing I like

1 about it is that since I started the building of the Charles  
2 River Dam, and worked to try to extend the Charles River Bank  
3 Park, I have been hoping that something good would happen in  
4 this end of the city so that the sixteen mile long River Bank  
5 Park would go down to the new mouth of the river. If we put  
6 some intelligent federal office workers in this building, they  
7 will begin working to make sure that that Charles River Bank  
8 remains a park and that there's something hard by their  
9 new building for the lunch hour. Our best chance to do right  
10 by the Charles River Bank, also.

11 MR. BRETТА: Thank you very much, Councillor Sears.  
12 Our next speaker is Ruth McKay, Friends of the Boston Public  
13 Gardens and Common.

14 MS. MCKAY: I am Ruth McKay, a Director of the  
15 Friends of the Public Garden and Common, and Chairman for the  
16 Committe for the Boston Common.

17 At a previous meeting, this group testified in  
18 opposition to the selection of site K, the corner of Boylston  
19 and Tremont Street, as a place for a very large Federal office  
20 building. Tonight, we reaffirm our opposition to this site  
21 which borders on the historic Boston Common, the first of  
22 America's parks and the major piece of open space in a very  
23 crowded urban area. This colossal structure of several  
24 million square feet would completely destroy the modest but  
25 handsome architectural character of the streets which surround

1 the Common. It would have caused as we know from previous  
2 speeches, cast a shadow, and create wind problems of a major  
3 quality. I only need to add that you will find no trees or  
4 bushes in front of the Hancock Tower. The Common depends  
5 entirely on the green of its trees and its grass for its  
6 beauty and vitality. A federal structure of this size needs  
7 to have space in front of it and around it, such as the City  
8 Hall Plaza provides ~~the great~~ for the great buildings, the  
9 City Hall, the Kennedy Building, and others there. Thousands  
10 of people cannot come and go three times a day on these  
11 relatively narrow pavements of Tremont and Boylston Street.

12 In short, with that number of people arriving and  
13 leaving every day in that crowded and rather modest corner  
14 of the city, the Boston Common as a park would be destroyed.  
15 The one very happy thought in all of this discussion is that  
16 the building is to be named for our distinguished Speaker of  
17 the House, Tip O'Neill. For that reason, we are most anxious  
18 that the building be built. We urge upon you the North  
19 Station site, which has around it the needed free space for  
20 the traffic and human needs of the many thousands of  
21 employees. However, we speak not only for ourselves, for we  
22 would indeed join with others of a like mind to fight the  
23 site K Tremont and Boylston locale with every legal means at  
24 our disposal. Thank you.

25 MR. BRETTE: Thank you. Our next speaker is

1 Mr. William M. Ships, Department of Labor and Industry.

2 Mr. Ships?

3 MR. SHIPS: Thank you, Mr. Chairman. My name is  
4 William Ships, I'm Commisioner of the Department of Labor and  
5 Industry. I'm also a member of the Construction Coordinating  
6 Committee. I would like to be recorded in favor. I don't  
7 think I need to go into all of the specifics of why the North  
8 Station is probably the best proposed site; but from my  
9 standpoint, it creates meaningful jobs for the people in the  
10 community as well as for the contractors in the general area.

11 We here in Massachusetts are reaching a point where  
12 in effect, our unemployment rates show that were down but not  
13 so in the construction industry. I think this is the type of  
14 injection the government is supposed to make into the economic  
15 wheel when certain segments of our economy are on the downward  
16 turn. I think this is an essential building that is needed  
17 for this particular area. It will encourage private industry  
18 also to make commitments to that area. Last but not least,  
19 it's the most desirable site from a standpoint of not taking  
20 people's homes away by an eminent domain proceedings. Most  
21 of the area is cleared and ready to be developed. Thank you.

22 MR. BRETТА: Thank you very much, sir. The next  
23 speaker is Mr. Bill Picard, President of the Downtown  
24 Washington-Tremont Street Neighborhood Association.  
25 Mr. Picard?

1 MR. PICARD: Mr. Bretta. My name is Bill Picard  
2 and I'm President of the Downtown Washington and Tremont  
3 Street Neighborhood Association. I come before you tonight  
4 as I did some months ago, to testify about the location of  
5 the new GSA office building in Boston. I indicated to you  
6 when last I spoke to this group that we're as an association  
7 in the embryonic stages and quite frankly, our neighborhood  
8 association which includes site A and site K, had come  
9 together as a group to consider whether or not we wanted a  
10 Federal office building in our neighborhood. We've heard  
11 the hard hats talk about the need for labor, the need for  
12 more construction jobs in the city of Boston, and as a neigh-  
13 borhood in Boston, we endorse the need for these types of  
14 jobs in the city.

15 I would ask though, that all here present think  
16 about what the job loss of 5400 jobs, which is what we were  
17 quoted in the beginning, would mean to downtown Boston. I  
18 would also ask that those here present take heart with the  
19 concern for downtown Boston and what is needed there. Please,  
20 by constructing the building in North Station, don't take  
21 all the hard hats away from us. We need to rebuild downtown  
22 Boston. We hear and we hear with a very sensitive ear, the  
23 Director of the Boston Redevelopment Authority, his Honor the  
24 Mayor, and other speakers who have come before you tonight  
25 to talk about relocating the GSA building in the North Station



1 Area. I have to say to you that the North Station is okay  
2 with us and we endorse it, but please do not ignore downtown  
3 Boston and the need for the jobs with the expendable income  
4 that will come into the local merchants, who I represent and  
5 take a clear view of the entire city when you're considering  
6 building federal structures in our city. If in fact, the  
7 new GSA building will start redevelopment in the North Station  
8 Area, the merchants and the residents of downtown, whole  
9 heartedly endorse that move. We would ask for you of the  
10 GSA and for those here present, not to forget downtown Boston.  
11 We had really counted on the support for our efforts to get  
12 rid of the combat zone and what was the great white way in  
13 downtown Boston. I think what we're talking about here to-  
14 night is you put the responsibility back on those of us who  
15 live in the neighborhood, those of us who own businesses in  
16 the neighborhood, to take on the fight again on our own, we  
17 were counting on you to come in and join us and help us get  
18 rid of the combat zone but don't forget us. All the hard  
19 hats that have spoken here tonight, don't go running to  
20 North Station, come on downtown, we need you there too.  
21 What we're all about is rebuilding downtown Boston. We don't  
22 want to stop progress, we want to be part of it. In summary  
23 I guess, we retract our statement, we would have loved to  
24 have had a monument to our great Speaker, a man who's done  
25 the Commonwealth of Massachusetts proud, in our midst. Okay,

1 you can have it in the North Station, just don't forget us  
2 downtown. Thanks.

3 MR. BRETТА: Thank you very much. The next name  
4 is rather difficult to read, but the first name is Alex it  
5 like  
6 looks /Kneger from Moshe Safdie and Associates.

7 MR. KRIEGER: My name is Alex Krieger and I repre-  
8 sent Moshe Safdie and Associates of Boston, the urban design-  
9 ers for the recently completed master plan for the North  
10 Station Area. Mr. Safdie has asked me to read a statement  
11 on his behalf.

12 Mr. Chairman, in connection with the public hearing  
13 on the site selection for the GSA building, I would like to  
14 offer the following views.

15 There are two central questions concerning the site  
16 location of the GSA building. The first, what can the GSA  
17 building do for a particular area of Boston? The second, what  
18 can a specific area of Boston do for the GSA building?

19 Concerning the first issue, the location of the  
20 GSA building in the North Station Area would provide a cata-  
21 lyst for the rejuvenation of the last major underdeveloped  
22 and under utilized section of the downtown. The North Station  
23 currently remains without even a hint of rejuvenation. Every  
24 other area of the downtown has undergone massive redevelopment  
25 and there is no question in my mind that the areas within  
which alternative sites for the GSA building have been

1 considered will continue to develop and strengthen under the  
2 impetus already existing in those areas. By contrast, the  
3 GSA building in the North Station Area, would not<sup>only</sup> be an  
4 enabling force in the renewal of the area but would also  
5 speed the process by as much as a decade.

6           Concerning the second issue, the North Station site  
7 offers the GSA amenities and advantages superior to those of  
8 the other alternative sites. It is the largest of the sites  
9 contemplated and once the renewal plan is underway, will be  
10 fronted by two major attractive urban boulevards. With the  
11 realization of improvements to the river bank and the canal  
12 and the mixed use island, the GSA building will also become  
13 a waterfront site. It is the only site which readily offers  
14 potential for expansion as space requirements increase in  
15 the future. The site is within walking distance with the  
16 other government buildings. It is amply served by Mass.  
17 transit computer trains, and is the entrance and exit points  
18 of the major arterial system. For all of these reasons, not  
19 withstanding the fact that as an urban designer of the North  
20 Station Area, I am a subjective voice, I wish to strongly  
21 support and endorse the North Station site for the GSA build-  
22 ing. Sincerely, Moshe Safdie. Thank you.

23           MR. BRETТА: Thank you very much. The next speaker  
24 is Mr. Philip Oddo from 12 Lomasney Way. Mr. Oddo?

25           MR. ODDO: Gentlemen, my reason for being here is

1 a little personal. I lived in the west end, when the west  
2 end was taken by redevelopment which was probably a rape of  
3 the land. Now, I owned a house in the west end eighteen years  
4 ago and now I own a house on Lomasney Way. I'm faced with  
5 the same situation that happened in the west end eighteen  
6 years ago. All I've heard people talk about here is how its  
7 going to better the community, etc.

8 I think it's hog wash. All they want here are jobs.  
9 The union don't care where they put this building, they could  
10 put it anywhere, they just want work. I haven't heard about  
11 the people living there or the people working there. There  
12 hasn't been one trades man from that area up here. People  
13 representing people but no tradesmen. I own a building there,  
14 I live there. There are people living there that are as  
15 sensitive as any people in this city. I say this thing could  
16 be put into other areas. Downtown Boston is a cesspool;  
17 throw it over there, who cares? Wipe out the combat zone,  
18 do some good for a change.

19 The elevator structure has been there for twenty  
20 years; they've talked about tearing it down. They just threw  
21 a ton of money into for what? For two stops, Science Park;  
22 maybe three people an hour get off. Cambridge, two stops;  
23 they could run it with buses. Take that elevator down, the  
24 area will grow by itself. It happened in Charleston, it grew  
25 by itself. The west end is no different than any other area.

1 There are people living there and there are people who are  
2 sensitive to this problem.

3 I've heard of the synagogue; the synagogue is a  
4 beautiful building but then comes Rappaport and sticks a five  
5 story garage on top of it. That's about as much of a syna-  
6 gogue; they look out into a garage, an empty lot. The area  
7 in front of my building has been empty for twenty years.  
8 They just put two towers out there, so for twenty years,  
9 eighteen years, it was a parking lot. The North Station area  
10 is a good area. It's an area that can grow. Boston Gardens;  
11 all we've been hearing is they're going to do it over. We've  
12 heard that for ten years and we'll hear it for another ten  
13 years. What happened to the South Station project? There  
14 is area around there for this GSA building.

15 I have a few notes here but I can't even go by them  
16 The hospital was up here talking; they own a third of the  
17 west end. Sure they're happy over there at the Rehabilitation  
18 Center. We want to be happy too, we live there. The hospital  
19 owns most of Fruit Street, Allens Street, Blossom Street;  
20 they're talking about taking over the Holiday Inn, put another  
21 hotel down the other area. What happened to the Madison,  
22 that hotel went out of area. There's a parking lot right  
23 next to it. Build the Madison up; there is plenty of land  
24 there to be done over without moving people out. I haven't  
25 heard anybody say how they're going to pay us for our build-



1 ings. The same as the west end, give us <sup>a</sup>/dollar, we pay rent?  
2 That's what happened, someone here must remember the west  
3 end? You gave them a dollar, they owned the building, one  
4 dollar bill. Then we had to pay rent for a year, then they  
5 threw us out on our ass and there was no place to go. Now  
6 they're saying the same things is going to happen again. I  
7 say the hell with this area and put it some place else.

8 MR. BRETТА: Thank you. It looks like Thomas Galvin.  
9 Is it? Mr. Galvin?

10 MR. GALVIN: Yes, I am resident of 14 Lomasney Way,  
11 Mr. Chairman. I bought that property about five or  
12 eight years ago. I got driven out of Roxbury for reasons  
13 being known to everyone here. My house was burned down and  
14 I moved to the South Shore. I am an employee of the city of  
15 Boston, I work in the downtown area, so I bought a building,  
16 two buildings in the west end and redeveloped them myself.  
17 I have six tenants in my two buildings. They are very happy,  
18 they pay moderate rent and I am happy there. I can walk to  
19 work, I get away with one of my cars and its a nice neighbor-  
20 hood. I know everyone on the street and the street behind  
21 me. I would like to put more money into my building but we  
22 are blighted by the MBTA. These labor unions that got up  
23 here and talked about no eminent domain; I know the other  
24 three areas that were considered by the GSA. One is church  
25 green and it's just an abandoned building across from Blue

1 Cross and Blue Shield. Some are on Bedford Street, there's  
2 two bars on the bottom floor. There's nobody going to be  
3 put out of homes. Up on Tremont Street across from Beacon  
4 Hill, you got objections from the people across from the  
5 Commons. Those are all blighted buildings, there's no resi-  
6 dents living in any of those buildings.

7 The drive is to bring people back into the city and  
8 I moved back into the city. I moved to Weymouth and I'm  
9 making my home back in the city so I can walk to work. I'm  
10 a police officer, I work right up around the corner on Sudbury  
11 Street. I'm proud of my job and I can walk to work.

12 I like that area down there and I think a lot can  
13 be done with it without taking our homes. There is probably  
14 50-75 people here living in that area and in the other three  
15 areas that you considered first, I don't believe there's going  
16 to be any residents taken by eminent domain. That's all,  
17 Mr. Chairman.

18 MR. BRETTA: Thank you very much, Mr. Galvin.  
19 Mr. Raymond Puppa, 33 Billerica Street?

20 MR. PUPPA: Yes, Raymond J. Puppa, 33 Billerica  
21 Street. I am a resident and a tax payer.

22 I hope you take a close look at the plans our  
23 architect made up for you because it will not destroy our  
24 homes. You people took it once; they took our homes away  
25 from us once and we don't want to lose them again. There's

1 no reason why you can't build around us and leave us alone.  
2 That's all I've got to say.

3 MR. BRETТА: Thank you very much. The record shows  
4 that that was the last speaker to have signed up on our  
5 register. However, the Chair will entertain for another  
6 additional five minutes. anyone else who has not signed up  
7 and would like an opportunity to be heard. Is there anyone  
8 in the hall? Yes.

9 Would you please state your name and any affiliation  
10 and your address?

11 MR. DEACON: My name is John Deacon and I am a  
12 member of the Arborway Committee in Jamaica Plain. We're a  
13 local community based organization that for about the past  
14 eight years have been dealing with the authority and the city  
15 of Boston trying to improve transit conditions in the Arborway  
16 corridor.

17 During this whole hearing tonight, I have heard  
18 very little emphasis placed on the restoration of service  
19 between North Station and Lechmere if the viaduct is taken  
20 down. To a lot of people; a lot of people have the perception  
21 of the viaduct as basically being a blighting influence.  
22 I'm not here to dispute that. I am here, however, to state  
23 that it does carry a great number of people and is a very  
24 important transportation link between the Lechmere,  
25 Cambridge, Somerville, neighborhoods and the city of Boston.

1 To do away with that transportation link at this  
2 point in time, would be foolhardy. If replacement service  
3 is provided, not by buses, but with a grade separated service  
4 equal to or better than the present green line viaduct, then  
5 the whole city of Boston and all transit riders in the  
6 Metropolitan area, would benefit. To force people to ride  
7 in buses from Lechmere into Boston with today's traffic  
8 conditions is intolerable. To force people to ride  
9 ~~to ride~~ buses, given the projected traffic into the area  
10 after the BPA plans are accomplished and if the GSA builds  
11 a large office building in the area, is intolerable. This  
12 will destroy a very, very effective transit link. Thank you.

13 MR. BRETТА: Thank you very much. Yes, come up.

14 MR. CRISAFULLI: Mr. Bretta, gentlemen. I know  
15 the hour is late and I will be very brief. My name is  
16 Joseph Crisafulli and I am a resident of 11 Billerica Street  
17 in Boston. For the past sixteen years I have been a resident  
18 there on Billerica Street and prior to that time 14 Minot  
19 Street which is partly located in site 1. I am a graduate  
20 of Suffolk University which is just up on the hill, I gradu-  
21 ated from Christopher Columbus High School, so I have a very  
22 good working knowledge of the working area and the site in  
23 question.

24 I just want to make one point that is pertinent to  
25 this kind of land taking, architectural studies, surveys, and

1 the like. One of the things that I do find in the many  
2 studies that have been issued over the years about the North  
3 Station Area, is that we find that the housings are always  
4 categorized as poor, fair, or delapidated. The question is  
5 always one that these buildings are obsolescent. The word  
6 is very well used and bandied about. I must focus your  
7 attention to the fact that this type of thinking is one which  
8 reflects middle class and middle class income. What is  
9 excellent for the people who live there now is delapidated  
10 conditions for those who do not live there. I would like to  
11 bring to your attention; in our fair city of Washington, D.C.  
12 many years ago, Georgetown redevelopment area. If anyone  
13 ever wants to compare the conditions of those ancient dwell-  
14 ings, those dwellings of an older vintage; you'll find that  
15 the tenemants that are now standing on Billerica Street,  
16 Lomasney Way, are in far better condition than those in our  
17 fair city of Washington, D.C., that Georgetown development.  
18 Any comparison at this present time, naturally is not, cannot  
19 be made but the opportunity of the people in the community  
20 to be sure of a plan which has them in mind will succeed.

21 Building one building GSA or whatever will not, if,  
22 if, if it does not take in the needs of the people in that  
23 area, the human factor should be forgotten and we are left  
24 with no human resources. It's people that make a city.  
25 Thank you.



1 MR. BRETТА: Thank you very much. Yes, m'am. Go  
2 ahead.

3 MS. CODY: My name is Eileen Cody, I am a resident  
4 of 33 Billerica Street. There has been some mention of the  
5 area being a blighted area. It takes us weeks to get a pot  
6 hole filled, days before lights that have been out on the  
7 street which make it unsafe, are done anything about at all.  
8 The insurances that Mr. Rappaport gave us that we'll be  
9 relocated, virtually the hundred people that live there to  
10 the Amy Love House are a joke. It takes a political favor  
11 to get in there.

12 MR. BRETТА: Thank you, Ms. Cody. Last call,  
13 anyone else? Now let the record show that the meeting  
14 adjourned at 9:04 p.m.

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C E R T I F I C A T E

United States of America

Commonwealth of Massachusetts

This is to certify that the attached proceedings  
in the matter of: New Federal Office Building  
in North Station, Boston,  
held before: Lawrence Bretta, Regional Administrator.  
on: May 6, 1980  
at: Faniuel Hall, Boston, Massachusetts  
consisting of pages: 1 - 73  
was held as herein appears and that this is the  
original transcript for the file of the Department.

Robert E. Mayer

*Bay State Reporting Co.*

BOSTON, MASSACHUSETTS

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G. REPORT OF BUILDING PROJECT SURVEY (11(b) REPORT)

Report Of Building Project Survey  
Under The Public Buildings Act of 1959, As Amended  
Boston, Massachusetts

### 1. INTRODUCTION:

In accordance with a resolution adopted on September 22, 1977, by the Committee on Public Works and Transportation of the House of Representatives, the General Services Administration (GSA) has investigated the feasibility and need for construction of a Federal building in Boston, Massachusetts.

### 2. SUMMARY AND CONCLUSIONS:

As a result of a comprehensive survey of the existing Federal space situation, we have determined that a Federal Office Building is needed to consolidate and provide adequate space to satisfy the long-range housing requirements of Federal activities now scattered throughout the community. This facility should be provided either by Federal construction or a combination of construction and acquisition and renovation of an historically, architecturally or culturally significant building.

#### A. Description of Proposed Project

	<u>Gross Sq. Ft.</u>	<u>Occupiable Sq. Ft.</u>
Federal Office Building	960,380	638,050

#### B. Estimated Cost

Site and relocation.....	\$ 7,005,000
Design and review.....	4,864,000
Construction (October 1979).....	60,501,000
Management and inspection.....	<u>2,828,000</u>
Total Estimated Maximum Cost.....	\$75,198,000

### 3. FINDINGS:

#### A. Community Data

Boston is the capital of the State of Massachusetts and the seat of Suffolk County. It is located in the eastern part of the state on the Atlantic coast. The city itself is the largest in New England and the metropolitan area is the fifth largest in the Nation with a population of about 2.9 million.



3. FINDINGS: (Cont'd)

A. Community Data (Cont'd)

Known as "The Hub of the Universe", Boston is the home of renowned institutions of culture, education, medicine, research, and technology. It is the focus of regional commerce, finance, transportation, wholesale and retail trade, and service activity. Fishing, printing, and publishing are among the city's oldest thriving industries. Rich in American history and tradition, Boston is now a center of tourism.

B. Present Federal Space Inventory

The Government controls about 7.4 million square feet of space in Boston. Most of the 10,000 Federal employees are housed in about 1/4 of this total or approximately 1.9 million square feet of general purpose space. The remaining 5.5 million square feet is maintained to provide for special purpose or location requirements of Federal agencies. A detailed inventory is attached as Exhibit A.

(1) General Purpose Space

(a) Government-owned

Five federally owned buildings provide about 1.3 million square feet of space.

1. U.S. Custom House

The oldest Federal building in Boston, the Custom House was built in 1874. The impressive clock tower was added in 1915. It is a local landmark which is located in a district of the city listed in the National Register of Historic Places. With a total occupiable area of about 52,000 square feet, this is the smallest general purpose Government-owned building. It is utilized to the maximum extent practicable.

2. John Fitzgerald Kennedy Federal Building

Constructed in 1966, this twin tower high-rise is the newest Federal facility and is a part of the Boston Government Center complex. It is the largest Federal building containing about 668,000 square feet, occupied primarily by regional headquarters of socioeconomic agencies. It is in good condition and is fully utilized.

3. John W. McCormack Post Office and Courthouse

Constructed in 1933, this 22-story building is located in the heart of Boston's financial district. It contains a total of about 391,000 square feet, a small amount of which is vacant and is being renovated for agency expansion. The McCormack Building is generally in good condition but it is in need of repairs and alterations primarily to conserve the consumption of energy.

3. FINDINGS: (Cont'd)B. Present Federal Space Inventory (Cont'd)(1) General Purpose Space (Cont'd)(a) Government-owned (Cont'd)3. John W. McCormack Post Office and Courthouse (Cont'd)

The primary occupants are the U.S. Courts and related activities, the United States Postal Service (USPS), and GSA. The USPS occupies about 111,000 square feet of space, most of which they plan to vacate when they relocate to the South Postal Annex within the next 3 years. At the present time, there are ten District Courtrooms, and nine judges. With the exception of one small courtroom utilized by itinerant judges, the courtrooms are adequate in size and quality. However, the Omnibus Judgeship Bill, now before Congress for approval, recommends the appointment of four more Judges to the Boston district and the Administrative Office of the U.S. Courts has requested that four additional District Courtrooms be provided upon the passage of the bill.

The requirement for the expansion of the U.S. Courts will be satisfied at the J.W. McCormack Building where they are now located by altering the space vacated by the USPS. Additionally, the implementation of energy conservation measures and other necessary repairs will ensure long-term occupancy of this building. This facility will provide 391,000 square feet of space for courts and other agencies and is more economical than new construction or leasing the same amount of space.

4. U.S. Appraisers Stores

Constructed in 1918, this building was designed as a docking facility and warehouse on the Boston harbor. In its present condition, the Appraisers Stores is not suitable for utilization as general purpose office space. A prospectus proposing necessary repairs and alterations for conversion to modern space was submitted to the Congress on August 11, 1977. Completion of the recommended work at an estimated cost of \$4,010,000 will result in approximately 110,000 square feet of modern general purpose office space.

5. Veterans Administration Outpatient Clinic

Acquired by the Government in 1948, this former bank building was converted into a VA Clinic for outpatients. Almost 70 years old, this facility contains about 81,000 square feet.

3. FINDINGS: (Cont'd)

B. Present Federal Space Inventory (Cont'd)

(1) General Purpose Space (Cont'd)

(b) Leased Space

While Government-owned buildings provide most of the general purpose space needs, they are not sufficient to accommodate all Federal agencies. To supplement this space, GSA leases approximately 565,000 square feet of space at an annual rental cost of about \$4.4 million.

Leased space is scattered throughout Boston in 18 buildings, two of which are outside the central business district. This dispersion in numerous buildings affects operating efficiency, produces excessive administrative costs and is inconvenient to the public. In addition, about 174,000 square feet or 30 percent of the total space is second class quality providing inadequate housing for long-term use. This general purpose leased space should be replaced by a single efficient, convenient location. Special requirements of the Food and Drug Administration (FDA) and Department of Defense (DOD) are provided in satisfactory leased locations. The DOD recruiters prefer to retain small offices in leased locations having high public visibility which contributes to the performance of their programs and mission. The building at 585 Commercial Street was designed and constructed to satisfy the FDA's special requirements for laboratory, office, and warehouse space. This facility has been leased by GSA since September 1963. These facilities will be retained. Also, agencies from three leased locations will be relocated to the Appraisers Stores when that facility is renovated.

(2) Special Purpose Space

Over 5 million square feet of space is maintained and controlled by various Federal agencies to satisfy their special purpose or location requirements. This space was reviewed in the comprehensive housing survey. However, it is not included in the recommendations of this report which are concerned with providing general purpose space.

Government-owned special purpose or location facilities include the GSA motorpool, two VA hospitals, a U.S. Public Health Service Hospital, the U.S. Coast Guard Base, the Back Bay and South Postal Annexes, and the newly acquired National Park Service Building. In addition, the DOD controls the Fargo Building and the Boston Army Base. Approximately 40,000 square feet of special purpose space is leased, housing six agencies.

#### 4. ALTERNATIVE SOLUTIONS TO HOUSING:

##### A. Utilization of Government-owned Buildings

The Government-owned general purpose buildings do not satisfy all of the Federal space requirements in Boston. Because of physical, structural, or site limitations, none can be expanded to provide the additional space required to consolidate agencies now in leased space. The retention and utilization of these facilities can continue to provide cost-effective housing for most agencies for the foreseeable future, but must be supplemented by additional space.

##### B. Acquisition of Existing Buildings

As a solution to the consolidation of agencies now in leased space, we have considered the possibility of acquiring a privately owned building being offered for sale. Our survey indicated that several buildings were available in the downtown area including the old Federal Reserve Bank. However, none was found to be sufficient in size to house all agencies now in leased space. Therefore, this alternative was not found to be feasible.

##### C. Acquisition of Leased Space

Leasing is not considered a feasible alternative to solving the housing needs for the following reasons:

(1) Present leased locations are dispersed and the quality of some is poor.

(2) Sufficient suitable space is not available for lease at one location to consolidate these agencies.

(3) As leases are renewed or additional space is acquired, rental rates increase. A present value analysis of lease costs, which includes consideration for escalating rents, indicates that leasing is more costly than construction. Over the long term, total actual rental costs would substantially exceed the investment required to provide equivalent space.

4. ALTERNATIVE SOLUTIONS TO HOUSING: (Cont'd)

D. Construction of a Government-owned Building

Construction of a new Federal office building will satisfy the need for consolidation space for agencies now housed in 15 leased locations. A new Federal facility will be designed to ensure that agency space is adequate with respect to quality, provisions for handicapped persons, firesafety features, efficient office space utilization, energy conservation, and parking for Government vehicles. Consolidation will improve agency operations, provide a centralized location for the public the Government serves, enable more effective measures for Federal protection services and facilitate management and operation of the space inventory. In conformance to the Public Buildings Cooperative Use Act of 1976, a new facility will be designed to encourage public access and to provide multi-purpose space which can be utilized for community, cultural, educational, or recreational activities. In addition, continually increasing annual expenditures for leased space can be eliminated. Finally, if located in one of the downtown redevelopment areas, this project will help to stabilize the Boston central business district and would be a stimulus to local commercial activity.

We have also analyzed other construction alternatives, but none was found to be as cost-effective as the proposed solution. We considered the possibility of constructing a new Federal Office Building-Courthouse to consolidate agencies now in leased space and to provide for the entire requirements of the U.S. Courts. Additionally, we studied the possibility of constructing a building for the exclusive use of the U.S. Courts and leasing space for other agencies. Under these two proposals, the J.W. McCormack Building would be converted to office space for the exclusive use of non-court agencies. These alternatives were all found to be more costly because new court space is more expensive than continued utilization of existing courtrooms in the J.W. McCormack Building supplemented by conversion of vacant postal space to additional courtrooms.

(1) Approximate Areas

Building Area

<u>Gross Square Feet</u>	<u>Occupiable Square Feet</u>
960,380	638,050

Minimum Site Size

55,000 sq. ft.



4. ALTERNATIVE SOLUTIONS TO HOUSING: (Cont'd)D. Construction of a Government-owned Building (Cont'd)(2) Estimated Cost

Site and relocation.....	\$ 7,005,000
Design and review.....	4,864,000
Construction (October 1979).....	60,501,000
Management and inspection.....	2,828,000
<b>Total.....</b>	<b>\$75,198,000</b>

\*NOTE: If the construction is delayed beyond October 1979, it is estimated that, based on current inflation factors, the project will increase as follows:

	Construction Contract Award			
	10/80	10/81	10/82	10/83
Total Cost	\$79,293,000	\$83,386,000	\$87,481,000	\$91,574,000

E. Acquisition of Historically, Architecturally, or Culturally Significant Buildings

In compliance with the Public Buildings Cooperative Use Act of 1976 (P.L. 94-541), the Advisory Council on Historic Preservation was requested to identify any existing buildings in this community that (1) are of historical, architectural, or cultural significance and (2) would be suitable, whether or not in need of repair, alteration or addition, for acquisition or purchase to meet the public building needs of the Federal Government. The Council has furnished GSA with its preliminary findings which concluded that there are a number of properties in the Boston central business district that meet the test of significance and which appear to be available for possible Federal acquisition and use. However, no combination of buildings in reasonably close proximity to one another can provide the complete amount of space required by GSA to consolidate Federal activities. Therefore, the Council has suggested that the potential buildings may be included as a part of a total project which would consist of a combination of acquisition and renovation and new construction.

In the development of the proposed facility to consolidate agencies, GSA will consider the feasibility of the recommendations of the Council provided the total project cost does not significantly exceed the cost of new construction contained in this report.

REPORT NUMBER: PMA-77104

5. CURRENT HOUSING COSTS:

For agencies to be housed in the proposed Federal Office Building

	<u>Area Square Feet</u>	<u>Annual Cost</u>
<u>Leased Space</u>		
Rent	436,525	\$ 3,500,312
<u>Government-owned Space</u>		
Operation, Maintenance and Upkeep Costs	14,613	<u>57,220</u>
Total		\$ 3,557,532

6. PROPOSED SPACE PLAN FOR HOUSING FEDERAL AGENCIES:

A comprehensive plan for housing Federal agencies in this locality is attached (Exhibit A). Upon completion of construction, assignment and reassignment of space will be made in accordance with existing law.

7. PRESENT VALUE ANALYSIS AND OTHER SUPPORT DATA:

See attached Exhibits.

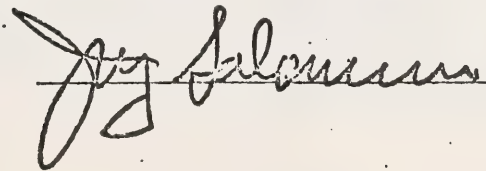
8. STATEMENT OF NEED:

It has been determined that (1) the space needs of the Federal Government in this area cannot be satisfied by utilization of existing suitable property now owned by the Government, (2) suitable rental space is not available for a price commensurate with that to be afforded through the proposed action, and (3) the most feasible means of housing agencies in this community is by acquisition of a new Federal Office Building to be provided either by Federal construction or a combination of construction and acquisition and renovation of an historically, architecturally or culturally significant building.

Submitted at Washington, D.C., on APR 11, 1978

Recommended: 

Commissioner, Public Buildings Service

Approved: 

**ROYAL CANADIAN MOUNTED POLICE**

Federal Housing (Occupiable Sq. Ft.)				Proposed Housing (Occupiable Sq. Ft.)			
Department or Agency	Total	Furnished	Leased	Total	Furnished	Retained	
						Owned	Leased
U.S. Courts	95,654	181	95,654	131,208	181	4,673	136,535
U.S. Atty./Marshal	20,571	77	20,571	25,290	172	0	25,290
ACTIZH	7,000	43	7,000	7,900	43	0	7,900
Agriculture	3,768	27	3,964	3,964	27	3,768	0
Civil Service Comm.	43,362	268	27,767	43,362	268	0	43,362
Commerce	18,319	103	1,050	18,414	103	0	18,414
Community Services Admin.	8,690	54	8,690	8,690	54	8,690	0
Coast.-Inland	2,527	52	16,475	18,414	52	0	18,414
Cons. Prod. Safety Comm.	29	29	0	5,367	29	0	5,367
Crime	2,527	66	995	25,157	66	623	25,157
Disaster	19,548	121	2,183	25,556	121	2,183	25,556
Employment Protection Agency	50,782	369	46,496	50,137	369	46,416	2,381
Equal Employment Opportunity	7,077	32	7,097	7,100	32	0	7,100
Executive Office of the President	4,350	21	712	4,350	21	712	0
General Accounting Office	4,593	13	4,593	4,593	13	4,593	0
Gen. Serv. Admin.	9,366	28	0	9,366	28	0	9,366
Health, Education and Welfare	4,094	12	0	4,094	12	0	4,094
Home Loan Bank Board	4,902	13	4,902	4,902	13	0	4,902
Indian Affairs	7,791	31	7,791	7,791	31	0	7,791
Int. Affairs	11,675	160	11,675	13,000	131	0	13,000
Int. Commerce Comm.	245,422	708	23,676	307,432	708	77,081	307,432
Int. Labor Relations Bd.	12	12	2,762	2,762	12	2,762	0
Int. Monetary Fund	216,971	473	89,242	216,971	473	89,242	0
Justice	70,544	473	30,658	71,258	473	30,658	0
Land	1,098	26	1,098	1,098	26	0	1,098
Interior	1,866	26	1,866	1,866	26	0	1,866
Interstate Commerce Comm.	304,814	537	96,706	304,814	537	96,706	0
Justice	70,799	410	62,004	70,799	410	62,004	0
Labor Relations Bd.	18,181	77	18,181	20,000	80	20,000	0
Leg. Council	11,406	37	11,406	11,406	37	0	11,406
Leg. England Regional Comm.	3,172	10	0	3,172	10	0	3,172
Leg. International Safety and Health Review Comm.	11,597	825	11,597	11,597	825	0	11,597
Leg. Service	1,629	8	1,629	1,629	8	0	1,629
Leg. Railroad Retirement Bd.	7,172	37	7,172	7,172	37	0	7,172
Leg. Securities and Exchange Comm.	28,895	167	28,895	28,895	167	0	28,895
Leg. Small Business Admin.	11,814	64	11,814	11,814	64	0	11,814
Leg. State	65,710	465	65,031	62,163	465	0	62,163
Leg. Transportation	331,698	2,034	276,004	276,004	2,034	0	276,004
Leg. Treasury	153,362	903	153,362	153,362	903	0	153,362
Leg. Veterans	7,770	54	7,770	7,770	54	0	7,770
Leg. Water Resources Council	1,864,642	9,935	1,299,474	1,919,656	9,935	911,328	379,746
Leg. General Purpose Space	5,541,881	157	5,202,078	6,178,277	832	6,130,470	0
Leg. Special Purpose and/or Location Space	2,406,523	10,092	4,801,552	4,067,971	10,262	7,069,002	0
Leg. Specialized Space	577,000	84,865	577,000	577,000	84,865	0	577,000

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✓ Reduction of force due to USF relocating to South Postal Annex.

ANALYSIS OF PROPOSED PROJECT:

New Federal Office Building	
Sta. Ft.	Personnel
440,450	2,503
100,000	
19,550	17
400	
Information Center	
Concession	800
Vending	1,400
Cafeteria	6,400
Conference Room	6,000
Restrooms	1,875
Health Room	1,275
Federal Protective Service	1,000
Custodial	
Total Assigned Space	12,000
Reserve for Future Expansion	572,000
Multi-use Space	44,000
Total Occupiable Space	22,050
	638,050
	2,905

Retained Government-owned Buildings

Identify	Current	Sta. Ft.
General Purpose:		
U.S. Appraisers Stores	107,237	11,312 2/
U.S. Customhouse	51,614	51,614
JFK Federal Building	606,459	606,459
VA Outpatient Clinic	83,722	83,722
J. M. McCormack Building	131,216	131,216
	1,389,476	1,389,476
Special Purpose and/or Locations:		
Boston Army Base	2,579,547	2,579,547
Fargo Building	360,000	360,000
GSA Motor Pool	17,665	17,665
Public Health Service Hospital	215,201	215,201
USPS South Postal Annex	578,455	578,455
USPS Back Bay Annex	19,727	19,727
Const. Guard Base	421,972	421,972
VA Hospital - Jamaica Plain	1,019,873	1,019,873
VA Hospital - West Roxbury	203,268	203,268
National Park Service Building	76,100	76,100
	5,922,078	5,922,078
Total	6,801,552	7,441,018
Retained Leased		
General Purpose:		
Defense	2,898	2,898
Small Business Administration	10,710	10,710
Transportation	592	592
Food and Drug Administration	20,282	20,282
	15,082	15,082
Special Purpose and/or Locations:		
Commerce, Commonwealth Pier	1,880	1,880
Defense, 10 High Street	2,800	2,800
HEH, University Hospital	10,950	10,950
Judicial, Logan Airport	562	562
USPS, Vehicle Maintenance Facility	22,522	22,522
Treasury, Van Dusen Building	1,600	1,600
	29,800	29,800
Total	88,885	88,885

Footnotes:  
2/ Retained Government-owned difference due to BAA of U.S. Appraisers Stores resulting in an increase of 3,100 square feet.

3/ Increase in space is due to expansion of USPS South Postal Annex.

PRESENT AGENCY HOUSING  
(as of September 1977)

SECT.	PERSONNEL	ANNUAL COST	EXPIRATION DATE	CANCEL.	CLASS	QUALITY RATING
<b>A. LEASED SPACE TO BE RELOCATED TO NEW JOB</b>						
3,638	17	\$ 37,062	10-31-79	Firm	1	94
30,777	108	280,535	04-30-78	60 days	1	98
10,257	58	76,623	07-30-78	Firm	1	87
51,696	418	437,671	03-31-79	Firm	1	85
6,972	36	37,301	03-31-81	Firm	1	97
16,489	98	122,475	07-30-80	Firm	1	94
118,310	565	658,483	04-30-79	Firm	2	70
134,501	663	1,307,374	12-14-80	Firm	1	100
18,266	97	130,206	06-30-81	Firm	1	98
6,654	48	50,712	07-31-82	Firm	2	81
6,513	40	50,704	06-30-82	Firm	1	88
4,808	12	51,811	09-30-77	30 days	Non GSA Lease	
13,121	50	106,044	06-30-78	60 days	Non GSA Lease	
4,917	29	36,512	04-03-79	90 days	Non GSA Lease	
9,316	28	52,592	10-07-77	Firm	Non GSA Lease	
Subtotal	2,247	\$3,500,312				
<b>B. LEASED SPACE TO BE RELOCATED TO U.S. APPRAISERS STORES</b>						
11,538	21	\$ 66,000	06-30-78	Firm	2	60
53,562	390	298,001	04-30-79	Firm	2	70
18,481	77	260,389	08-15-82	Firm	1	96
Subtotal	488	\$ 624,390				
<b>C. LEASED SPACE TO REMAIN</b>						
4,490	13	\$ 24,072	09-31-81	Firm	1	92
10,210	58	77,814	07-31-82	Firm	2	81
30,382	112	\$ 162,404	09-04-78	Firm	1	92
Subtotal	183	\$ 264,290				
<b>D. GOVERNMENT-OWNED TO BE RETAINED</b>						
107,232	90	\$ 161,600			3	32
51,814	152	249,100			3	42
391,246	1,992	1,605,200			2	76
663,159	4,417	2,664,070			1	98
10,751	66	594,800			2	66
Subtotal	7,017	\$5,290,700				
<b>TOTAL - GENERAL PURPOSE SPACE</b>						
1,654,642	9,935	\$3,679,612				



I. PLANNING COORDINATION

As required by the Intergovernmental Cooperation Act of 1968 (P.L. 90-577) and Executive Order 11512, the development of this proposed project has been coordinated with Federal, state, and local agencies. It has been found to be compatible with other plans and would have a positive impact on the local community development and economy. The consolidation of the majority of governmental activities at one location would facilitate delivery of Federal public service programs to local governments, as well as provide better and more efficient service to the public.

II. STANDARD LEVEL USER CHARGE (SLUC) RATES

The following rates are applicable for Fiscal Year 1979. They will be adjusted in accordance with comparable commercial rates prevailing at the time the proposed project is completed.

	<u>Rate Per Square Foot</u>
Court Space	11.45
Office Space	9.51
Inside Parking	2.92

III. HOUSING

In accordance with Executive Order 11512 and the DHUD/GSA Memorandum of Understanding, this project is being coordinated between these two agencies.

IV. CONSIDERATION UNDER THE RURAL DEVELOPMENT ACT OF 1972 (P.L. 92-419)

As required under this Act, first priority consideration has been given for the location of this facility in rural areas as defined in the private business enterprise exception in Section 206(a)(7) of the Consolidated Farmers Home Administration Act of 1961, as amended (7 U.S.C. 1926). It has been determined that the functions of the courts and of the Federal agencies to be housed present overwhelming reasons that this facility not be located in a rural area.

V. ENVIRONMENTAL CONSIDERATIONS

All environmental factors have been considered in order to comply strictly with the purposes and intent of Executive Order 11514, Protection and Enhancement of Environmental Quality, and with the requirements of the National Environmental Policy Act of 1969 (P.L. 91-190), as amended, and the guidelines prescribed by the Council on Environmental Quality.



LIFE CYCLE COST SUMMARIES FOR  
ALTERNATIVE METHODS OF ACQUISITION  
(in thousands of dollars)BUILD

<u>Acquisition</u>		
Construction .....	\$ 52,240	
Site, Design, Relocation and Supervision.....	13,350	
Subtotal.....	\$ 65,590	1/
<u>Operation</u>		
Repair and Maintenance.....	\$ 31,430	
Services and Utilities.....	42,890	
Imputed Taxes and Insurance.....	8,970	
General Expenses.....	5,450	
Subtotal.....	\$ 88,740	
Less Residual Value.....	- 23,140	2/
Total.....		\$131,190

LEASE CONSTRUCT

Net Rent.....	\$ 82,600	3/	
Repair and Maintenance.....	15,400		
Services and Utilities.....	41,150		
General Expenses.....	6,730		
Total.....			\$145,880

STATUS QUO LEASING

Net Rent.....	\$108,500	4/	
Services and Utilities.....	51,930		
General Expenses.....	6,500		
Total.....			\$166,930

The life-cycle costs summarized are the aggregate of 30 year total cost streams for all costs involved in each alternative. These costs are discounted by 7% over the planning period. Cost aggregation and discounting are carried out within the framework of an econometric model. Present value base year 1978.

- 1/ Based on total project authorization of \$75,198,000 present valued to 1978.
- 2/ The estimate is based on the replacement cost and worth of the facility, taking into account system deterioration.
- 3/ 30 year present worth rental payments exclusive of maintenance, services and utilities.
- 4/ 30 year present worth of rental payments exclusive of services and utilities.

VI. PARKING

The Boston central business district is well served by all available forms of transportation including expressways and arterial streets, commuter rail lines, rapid transit, and local and intercity buses. Numerous parking facilities are available.

The 285 parking spaces planned for the proposed Federal Office Building are considered reasonable in view of existing public parking and mass transportation serving the downtown area. The space will be for official Government vehicles, visitors and handicapped persons.

H. POLICY STATEMENT OF BOSTON REDEVELOPMENT AUTHORITY



# **Boston Redevelopment Authority**

Robert J. Ryan, Director

January 29, 1979

Mr. Lawrence Bretta  
Regional Administrator  
General Services Administration  
704 J.W. McCormack P.O. & Courthouse  
Boston, Mass. 02109

Dear Mr. Bretta:

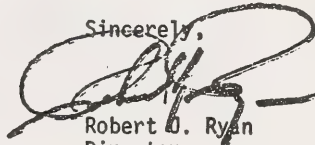
In response to the General Services Administration's request for suggested sites on which to locate a new federal office building in Boston, the Boston Redevelopment Authority would like you and your staff to consider the nine (9) sites identified on the attached sheet as potential locations for said construction. As of this time, the Authority does not have a preferred site and is interested in examining additional sites as well, some of which may be recommended to you by other parties in the course of your review.

As the City's planning and development agency, the Boston Redevelopment Authority is very much concerned over the developmental impact which the construction of a one million square foot office building is likely to have on Boston's economy, its skyline and its historic properties. This City is very much reliant upon its property tax base for revenue, and the construction of a public building is likely to further reduce that base. To offset this potential tax loss, it is important that the project provide the maximum positive impact with respect to employment opportunities, commercial growth and stimulus to additional private capital investment. Importantly, the project should complement development goals in Boston's downtown.

You will find the City's interests in the construction of the proposed federal office building more fully explained in the enclosed policy statement. I would like to reiterate the importance of this project to both the G.S.A. and the City of Boston, and stress the need for a cooperative working relationship between G.S.A. and my staff throughout the entire planning and design process. Such a relationship will be a determining factor in insuring that the multiple goals of the federal government and the City are met most effectively.

I am excited over the development prospects which this project represents for Boston and will be looking forward to working with you on development and design details.

Sincerely,

A handwritten signature in dark ink, appearing to read 'R. Ryan', with a large, sweeping loop at the end.

Robert O. Ryan  
Director

Enclosures (2)

## **A New Federal Office Building in Boston: Policy Statement by Boston Redevelopment Authority**

From fiscal year 1979 funds the General Services Administration has received an appropriation of \$75,198,000 for the purpose of constructing a Federal Office Building in Boston with a gross building area of approximately one million square feet. The City of Boston has a substantial interest in assuring the successful completion of this project in the downtown for two fundamental reasons. First, the project is a significant public capital investment which provides an unusual opportunity to induce major long term economic benefits to the City. Second, because of the large physical scale of the project it will have a major impact on the city core in a variety of ways with the potential for both positive and negative effects. The purpose of this statement is to briefly set out the City of Boston's position on the project in order to establish the basis upon which the City will relate to the GSA. The City is interested in establishing with GSA the context in which the City feels the project should be undertaken, the manner in which the City intends to work with GSA in developing the project, and the major goals of the City as related to the project.

### **Project Context**

It is the City's position that the project should be developed within a context that insures that this major capital investment on the part of the Federal government furthers multiple objectives and stimulates subsequent private investment. Both the City and Federal governments have plans, policies, and procedures which make up such a context for this project. These take on added significance in light of the Federal government's "New Partnership" program which was announced on March 27, 1978. A major component of this urban policy initiative seeks to re-orient Federal activities so that they have maximum benefit for distressed urban centers such as Boston. Of particular relevance is the recent Executive Order 12072 which sets out policy guidelines which are both comprehensive and specific. Furthermore, the project should be designed to promote the goals of the City's community development and economic growth planning which are being undertaken in concert with Federal programs.

### **Project Planning**

The Boston Redevelopment Authority is the City's planning and development agency and will act on behalf of the City in regard to this project. The BRA's approach to development planning stresses process rather than shaping development through the enforcement of a static plan. It is standard procedure for the Authority to work with developers from the initiation of their project through programming, site selection, design development and construction. We believe this procedure is appropriate for the Federal office project and is consistent with applicable Federal law and directives. Specifically, we recommend that a joint task force consisting of BRA and GSA staff be established and that a meeting of this group be held in the

very near future to formulate a planning schedule which includes a cooperative site selection process. Although some preliminary analysis has been undertaken, the City has no site preference within the downtown at this time. It is the Authority's intention to develop a comprehensive set of site criteria in order to identify and evaluate all proposed locations. We would expect to propose potential sites to the GSA and to evaluate and make recommendations on all sites identified by the GSA. In sum, through a structured cooperative relationship we believe that the GSA, the City, and the community will reach a consensus on the optimal location and development of the new Federal office building.

### Policy Goals

The City's substantive goals with regard to the project are summarized below:

#### I. Economic

Given the distressed economy of Boston, not unlike other central cities, it is imperative that the project have a demonstrably positive impact on the economy of the City. Because the property tax is its only tax revenue source the City seeks to insure no reduction of its tax base due to the project. If a tax base reduction is unavoidable it will be necessary for the project to clearly demonstrate even more substantial additions to the City's economy. Boston is specifically interested in employment of City residents and the utilization of City businesses both during construction and on a permanent basis. Within the limits of Federal law the City urges that an affirmative program be undertaken by the GSA to provide, in effect, a preference for Boston residents in employment and for the utilization of small and minority owned firms in the City. We are certain that a program of this type is possible because the City must comply with similar requirements when it uses Federal grants. In addition, the project should be located so as to maximize the potential for stimulating private capital investment in the project area and thereby further the development of the City. Each site under serious consideration should be examined in terms of its potential for economic development impact. The City strongly recommends the retention of urban economic consultants to assist in this analysis with the understanding that the cost of such studies would be borne by the City.

#### II. Historic Conservation

- Boston highly values the conservation of its buildings and areas of historical importance whether they gain their significance from their relationship to human events or from their broader cultural associations. It is a basic goal of the City to preserve existing historical buildings, the variety of architectural periods, and the diversity of scale and materials found in the central core by promoting preservation and reuse. In recent years Boston has been a leader in saving significant



buildings and areas through adaptive reuse when many said such efforts were financially infeasible. It is the City's position that the GSA has a particular responsibility to insure a beneficial impact on Boston's historical and architectural resources. The City recognizes that while it is unlikely that a single building of historic significance could by itself accommodate GSA's needs, a more fruitful approach would be the use of one or more historical buildings in combination with new construction. Projects of this type have been successfully accomplished in the past. Canal Square and the Federal Home Loan Bank Building in Washington, D.C. are examples where there is a successful integration of old and new into an architectural unit. To determine the feasibility of such a project, especially if there is an architectural integration, requires a skillful examination of the existing buildings and its architectural and economic potential. This type of analysis would be required as a part of the search for alternative project sites if the utilization of an historic building is to be fully explored in compliance with the Public Buildings Cooperative Use Act of 1976. If this kind of analysis is not a part of GSA's standard procedures in looking for a site then the City recommends that an architect with relevant experience be hired by GSA early on to aid in the assessment of sites which may have the potential of using one or more significant buildings.

### III. Planning and Design

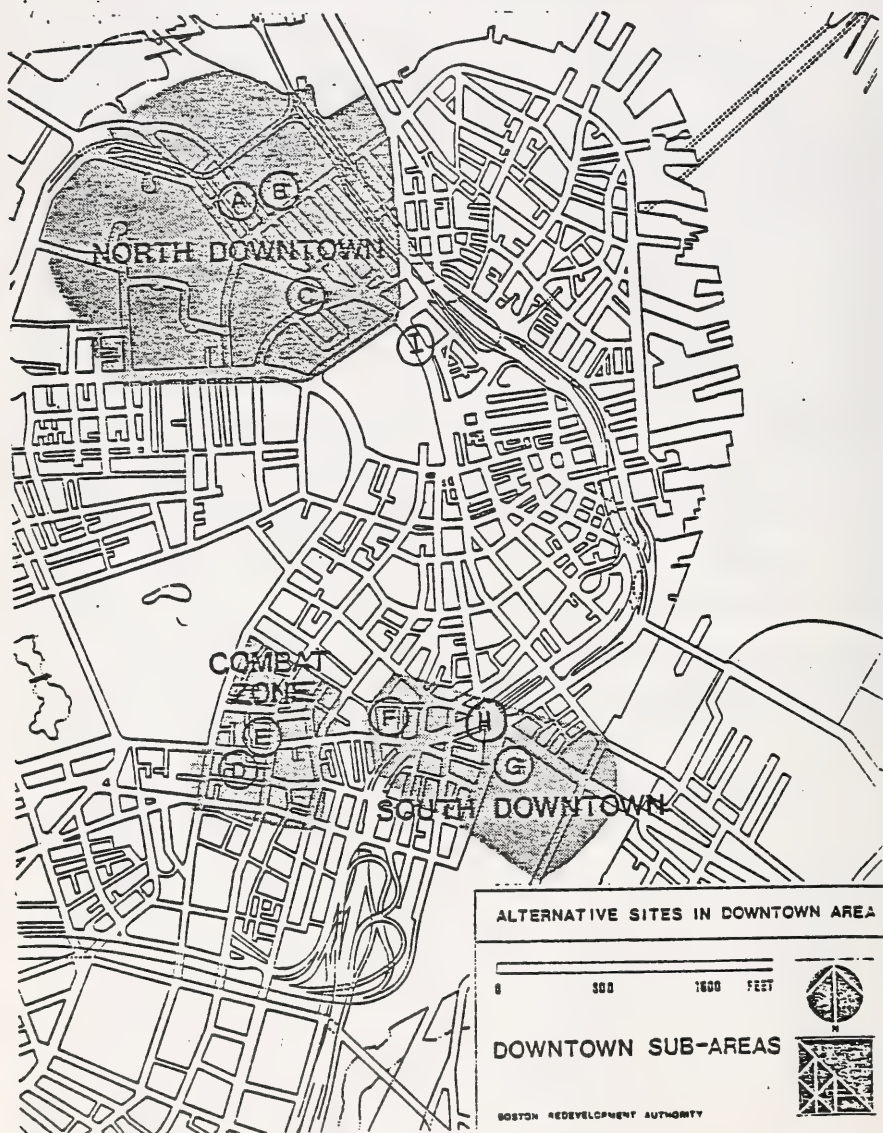
The relationship of the new Federal office building to the downtown is vitally important to the interests of the City and to the success of the completed project. The City's overriding goal is to insure that the new building strengthens the downtown and its immediate environment. It should enhance the physical, social, cultural, and economic context in which the project sets. The facility should be truly public by including people attracting activities of a retail, commercial, civic, cultural or educational nature. Space for these activities should be arranged to insure street vitality and a lively pedestrian setting. There are a number of distinct districts within the downtown, some of which the City feels would not be appropriate for the location of the proposed building. The project is a significant opportunity to produce a building of good design quality which draws people into a positive relationship with the Federal government. The building should be both good-looking as well as functionally efficient. There are as well a variety of planning and design issues which the City wants to insure that the project complies with including access, scale, setting, compatibility, streetscape, and architecture. The BRA's experience indicates that these concerns are best explored in the context of potential building locations which are identified. As with similar major projects in Boston, a planning and design review process will be established as an integral part of the larger relationship between the City and the GSA. The project's planning and design objectives will best be achieved through the use of a level 3 competition to select the architect.

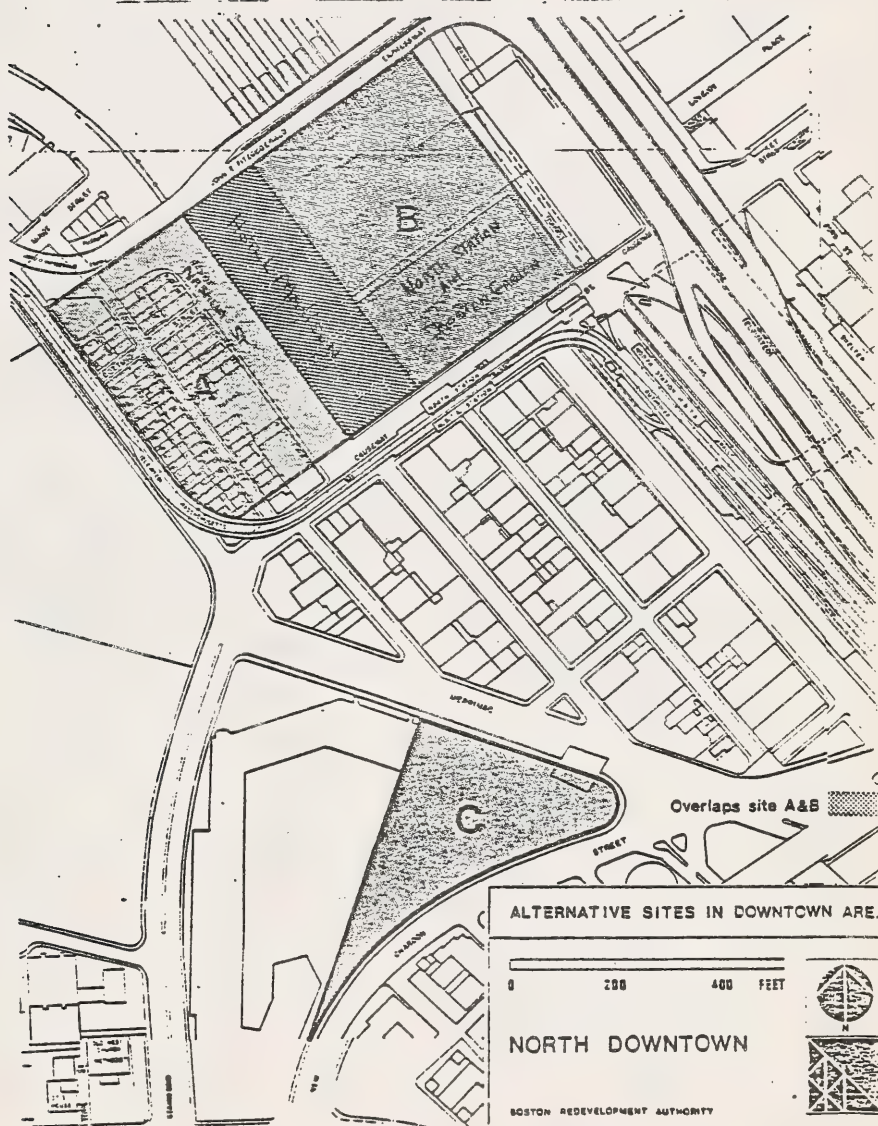


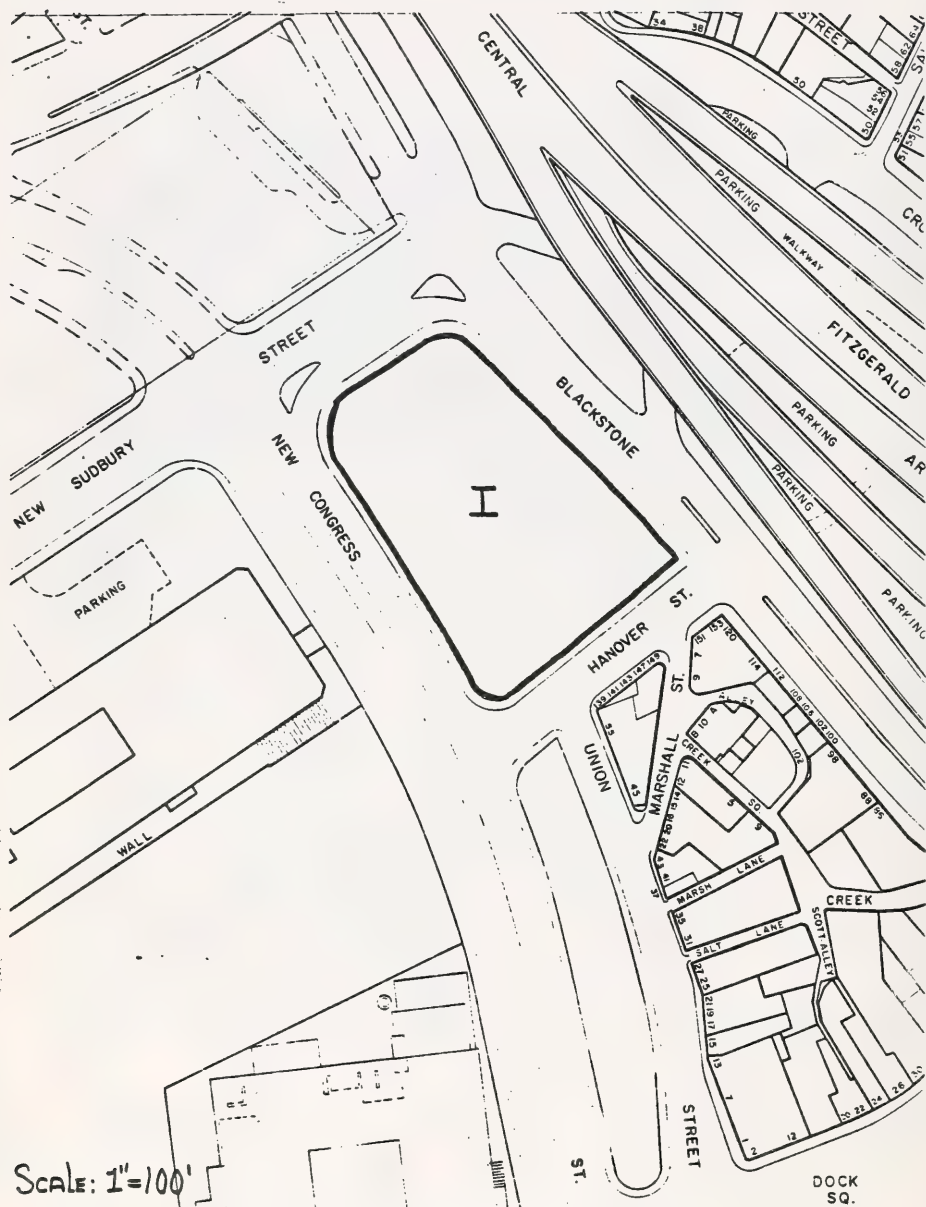
A NEW FEDERAL OFFICE BUILDING:  
SUMMARY OF PROPOSED ALTERNATIVE SITES IN DOWNTOWN BOSTON

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<u>SITES</u>	<u>SITE SIZE (ACRES)</u>
<u>North Downtown</u>	
Site A: Nashua Street	5.1
Site B: Boston Garden	5.0
Site C: New Chardon Street	2.5
Site I: Government Center	1.4
<u>Combat Zone</u>	
Site D: Stuart/Tremont Streets	2.3
Site E: Washington/Essex Streets	1.7
<u>South Downtown</u>	
Site F: Church Green	1.2
Site G: South Station	1.2
Site H: Dewey Square	1.7









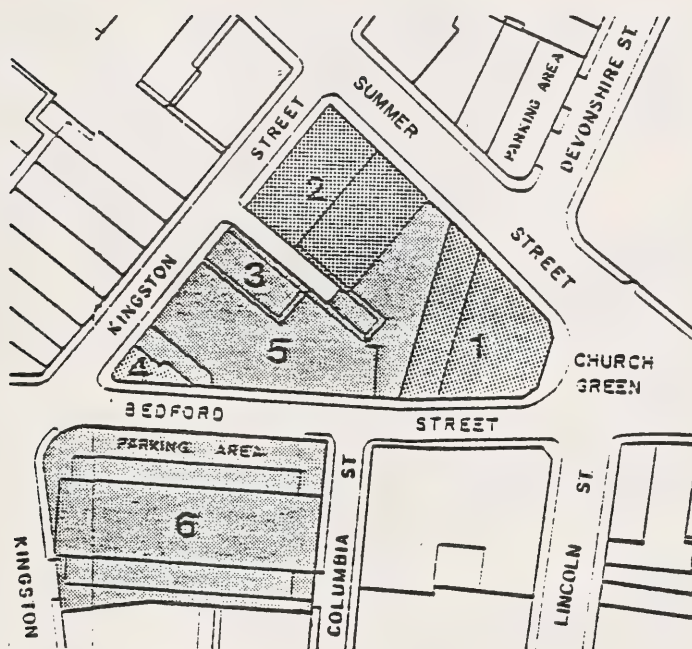




**Site E: Washington/Essex Streets**

This 1.7 acre site contains similar marginal, commercial uses discussed in Site D. It also has direct proximity to the Essex Street Orange Line MBTA Station. Approximate cost of acquisition is \$2,800,000. This estimate does not include the cost for extensive demolition of existing buildings on the site and the cost to relocate site tenants.

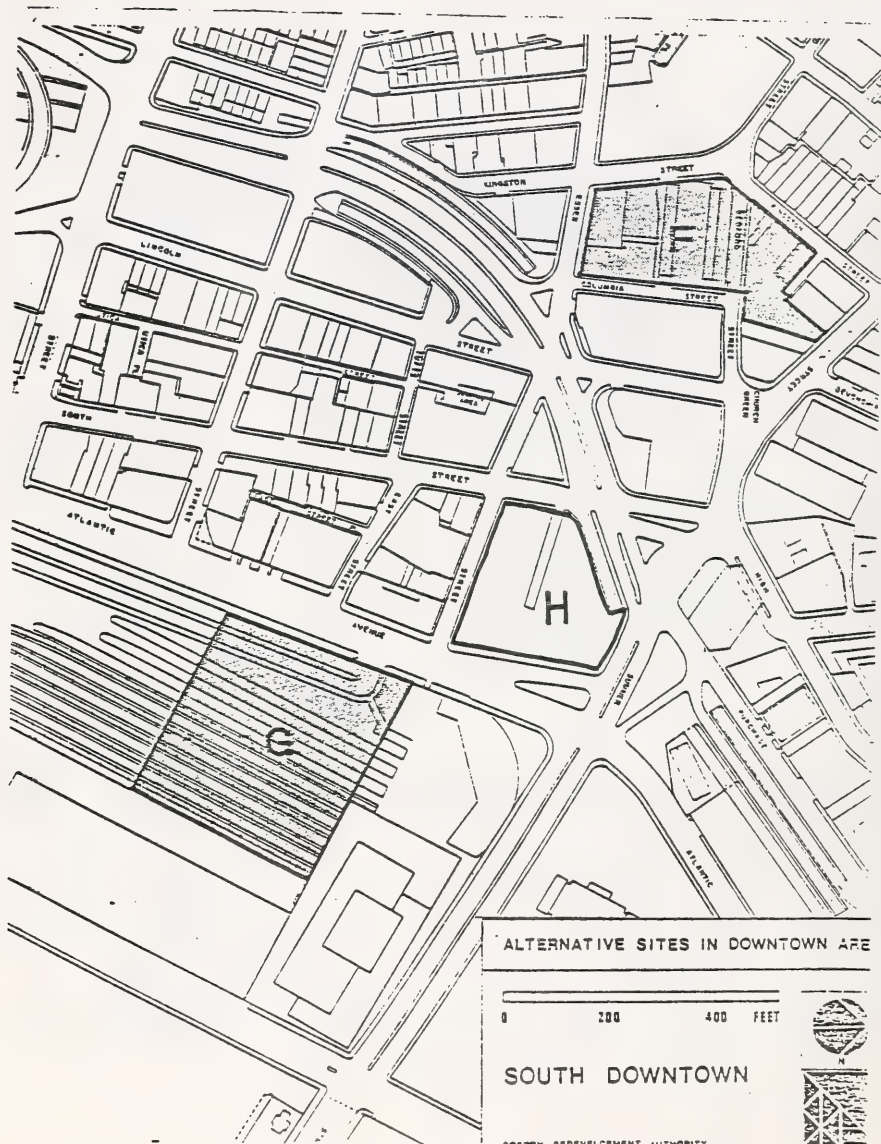




**CHURCH GREEN**

NEW CONSTRUCTION  
RETENTION





I. A NEW FEDERAL BUILDING IN BOSTON: A CLOSE EXAMINATION -  
PREPARED BY BOSTON REDEVELOPMENT AUTHORITY

AUG 17 1978

# A NEW FEDERAL OFFICE BUILDING IN BOSTON

## A close examination

A May edition of This  
can be found at  
M2/B16  
RA  
70/15  
M23

June 1978

City of Boston · Kevin H. White, Mayor

Boston Redevelopment Authority · Robert F. Walsh, Director



A NEW FEDERAL OFFICE BUILDING IN BOSTON  
- A CLOSE EXAMINATION -

Christopher Carlaw  
Michael Matrullo

Boston Redevelopment Authority  
Research Department

June 1978

Kevin H. White, Mayor  
City of Boston

Robert F. Walsh, Director  
Boston Redevelopment Authority

Alexander Ganz, Director  
Research Department

Boston Redevelopment Authority  
Board of Directors

Robert L. Farrell, Chairman  
Joseph J. Walsh, Vice-Chairman  
James G. Colbert, Treasurer  
James K. Flaherty, Ass't Treasurer  
James E. Cofield, Jr., Member  
Kane Simonian, Secretary

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## Summary

A new one million square foot Federal Office Building is needed in Boston, both to improve efficiency by consolidating space now scattered in fifteen locations and to provide for a projected expansion of 476 Federal jobs over and above the present level of 2,503. The projected development cost of \$75 million would also generate some 2,000 construction jobs.

Recycling of available older office building space is not a feasible alternative. No one area of the City contains a sufficient concentration of available office space to match the present and projected needs for Federal office use. For example, the North Station area contains only 264,000 square feet of available space, which would make up only 28 percent of requirements, and the Leather District has only 300,000 square feet of available space.

There would be minimal adverse impacts of a new Federal Office Building on the City's office industry since the space to be vacated is new (post-1960) or fully renovated, and is located principally in the prime "Financial" and "Government" office market areas downtown. New or fully renovated office buildings, designated Class A and B, respectively, are

presently experiencing an estimated low vacancy rate of eight percent, following a peak in vacancies in 1977, subsequent to the peak in office building construction in 1975. This rate is expected to fall sharply in 1979 and 1980, with no new private space coming into the market. An office space shortage is foreseen in the early 1980s, when the new Federal Office Building would go into operation.

Older commercial buildings, built pre-1960 and making up half the City's office stock do have a vacancy rate twice that of the newer and refurbished buildings. The problem with older commercial space is centered in obsolescent structures of insufficient floor size, lagging in maintenance, renovation, and rehabilitation. Despite this circumstance, the market for older commercial buildings is expected to improve in 1979 and 1980. Anticipated absorption rates and an absence of new private office space coming on to the market should also favorably impact older commercial buildings.

Some \$1.5 million of property taxes presently paid by Federally-leased space in private office buildings would be quickly regained as the vacant space is again leased up.

## I. Introduction

A great deal of debate has recently surfaced in Boston media\* and government circles regarding the Federal government's renewed interest in constructing a major office building in the downtown. Several arguments have been put forth questioning 1) the concept of a new structure versus a major recycling of older existing office stock; 2) the impact of the Federal government vacating presently leased office space on the downtown office market; 3) the potential loss of City property tax revenue due to the relocation; and 4) the alternative use opportunity lost by the selection of a downtown site for a tax-exempt structure. While each of these issues has been discussed, a more thorough, substantive, information-based examination of the planned Federal investment is merited. This paper attempts to address this need.

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\*

See Appendix for the following:

Miner, Jack, "Federal Building Plan Underwhelms Boston," Christian Science Monitor, April 14, 1978

Lewis, William J., "Living It Up Federal Style", Boston Herald-American, May 7, 1978

Menzies, Ian, "Memo to 'Tip': Old is Better than New - and More Profitable for City", Boston Globe, May 8, 1978



## II. Project Description

The U.S. General Services Administration (GSA), as requested by the U.S. House of Representatives' Committee on Public Works and Transportation, has studied the need for and feasibility of a new Federal office building in Boston. Their conclusion, a result of a comprehensive survey of existing Federal space in the City, is that a new Federal office building is required to "consolidate and provide adequate space to satisfy....long-range housing requirements of Federal activities now scattered...". The proposed new facility would include 960,380 gross square feet, 638,050 square feet occupiable space and would cost \$75 million (assuming a construction start in 1979). The composition of the new Federal office building space would be as indicated in Table I, with 440,450 square feet allocated for Federal agency use. The estimated development cost is comprised as follows:

Site and Relocation	\$7,005,000
Design and Review	4,864,000
Construction (October 1979)	60,501,000
Management and Inspection	2,828,000
<hr/>	
Total Maximum Cost	\$75,198,000
Development Cost per Sq. Ft.	\$78.30

Table I

Distribution of  
New Federal Office Building Space by Use

	<u>Sq. Ft.</u>
Agency Space	440,450
Parking	100,000
Service Areas - Mailroom	400
Information Center	400
Concession	800
Vending	1,400
Cafeteria	6,400
Conference Room	6,000
Communications	1,875
Health Room	1,275
Federal Protection Service	1,000
Custodial	12,000
Future Expansion	44,000
Retail and Other Use	<u>22,050</u>
● Total Occupied	638,050
● Total Mechanical	322,330
● Total Gross Square Feet	960,380
Efficiency Factor =	66.44%

The project would generate some 2,000 construction jobs @ \$17,000/worker/year. There would be 2,503 personnel relocated from 15 locations (two outside of Boston) into the new building. (See Map page 7.) The project would create 476 new permanent jobs:

17	General Services
47	Custodial
338	Future Expansion
<u>74</u>	<u>Retail/Commercial</u>
476	Total New Permanent Jobs

In review, the new building would house 2,979 workers in 638,050 square feet in one location as opposed to the present 2,503 workers in 436,525 square feet in 15 locations.

The net square footage in Downtown to be vacated is 402,110 with 55.65 percent of it Class A space (built or rehabilitated since 1959 and in excellent condition), 36.07 percent in Class B space (built before 1959 and in very good condition), and 8.28 percent in Class C space (built before 1959 and in fair condition). (See Tables II and III.)

This same space proposed to be vacated is distributed among the four downtown office market areas (defined on map page 8 of Michael Matrullo's "Office Industry Survey, Interim Report", Boston Redevelopment Authority, September

Table II

SQUARE FOOTAGE OF SPACE PRESENTLY LEASED AND PROPOSED TO BE VACATED  
- BY CLASS OF SPACE AND MARKET AREA -

	<u>Financial</u>	<u>Back Bay</u>	<u>Midtown</u>	<u>Government</u>	<u>Total</u>
Class A	139,448	-	-	84,316	223,764 (55.65%)
Class B	-	26,746	-	118,310	145,056 (36.07%)
Class C	26,318	-	6,972	-	33,290 ( 8.28%)
Total	165,766 (41.22%)	26,746 (6.65%)	6,972 (1.73%)	202,626 (50.39%)	402,110 (100.00%)

Outside Boston - 34,415 sq.ft. all Class A

Table III

Location and Class of Office Space to be Vacated by  
Construction of New FOB

	<u>Class</u>	<u>Sq.Ft.</u>	<u>Market Area</u>
<u>Cambridge</u>			
545 Technology Sq.		3,638	
575 Technology Sq.		30,777	
<u>Boston</u>			
Park Square Building	B	10,257	Back Bay
Bulfinch Bldg. (15 New Chardon)	A	51,896	Gov't
110 Tremont St.	C	6,972	Midtown
441 Stuart St.	B	16,489	Back Bay
Analex Building (150 Causeway)	B	118,310	Gov't
100 Summer St.	A	134,501	Financial
Three Center Plaza	A	18,266	Gov't
Batterymarch Building	C	6,654	Financial
United Shoe Machinery Bldg.	C	6,543	Financial
Federal Home Loan Bank (1 Union St.)	A	4,808	Gov't
Boston Stock Exchange	C	13,121	Financial
Two Center Plaza	A	9,346	Gov't
55 Court Street	A	4,947	Financial



by

Market Area

Back Bay

Gov't

Midtown

Back Bay

Gov't

Financial

Gov't

Financial

Financial

Gov't

Financial

Gov't

Financial

LOCATION OF PRESENTLY-LEASED OFFICE SPACE  
TO BE VACATED

1. Park Square Building
2. Bulfinch Building (15 New Chardon)
3. 110 Tremont Street
4. 441 Stuart Street
5. Anallex Building (150 Causeway)
6. 100 Summer Street
7. Three Center Plaza
8. Batterymarch Building
9. United Shoe Machinery Building (Federal)
10. Federal Home Loan Bank Bldg. (1 Union St.)
11. Boston Stock Exchange (53 State St.)
12. 55 Court Street
13. Two Center Plaza

Office Industry Market Areas





1977) as follows:

Financial	41.22%
Back Bay	6.65
Midtown	1.73
Government	50.39
<hr/>	
Total	100.00%

To address the impact which potentially vacated space will have on office space by class and by market area, we must examine the historical context and present market perceptions and trends as they relate to office space.

### III. Boston's Office Industry

The Historical Context:      New Construction (Chart, Page 11)  
                                 Vacancy Rates (Chart, Page 12)  
                                 Absorption Rate (Chart, Page 13)

The total current supply of office space in Downtown Boston is 44 million square feet with 38 million private and six million publicly owned. Over 40 percent of the total supply has been constructed since 1960 with building completion peaks in 1966, 1971, and 1975. Office vacancy rates in downtown remained below ten percent until 1975 with subsequent rises to 11 percent in 1975, 12 percent in 1976, and 15 percent in 1977. Average annual office space absorption rates since 1960 have fluctuated in the following manner:

1960-64	300,000 sq. ft.
1965-69	1,000,000
1970-72	900,000
1973-75	1,450,000
1976	500,000
1977	685,000

#### Office Market Prospects

Following the most recent peaking of office building construction in 1975, historically high vacancy rates have steadily reduced the number of speculative office ventures such that there will be no additional space completed in 1979 and 1980. The only proposal for major speculative office space on the private market in the immediate future is a 500,000 square foot office building on Copley Square Air Rights, which will not be constructed for several years.

Ryan, Elliot and Co. in its recent newsletter indicates that Boston's office vacancy rate is declining from the 1977 peak of 15.3%. Given the present absorption rate of 685,000 square feet per year, the vacancy rate should return to a healthy 7 percent in downtown by 1980. In combination with the negligible current office development proposals, vacancy rates should continue to fall beyond 1980.

The total current supply of office space in Boston (both occupied and vacant) is estimated at 14 million square feet, 40% of which has been completed since 1960.

Office Space Construction in Boston by Year Built  
(1960 - present)

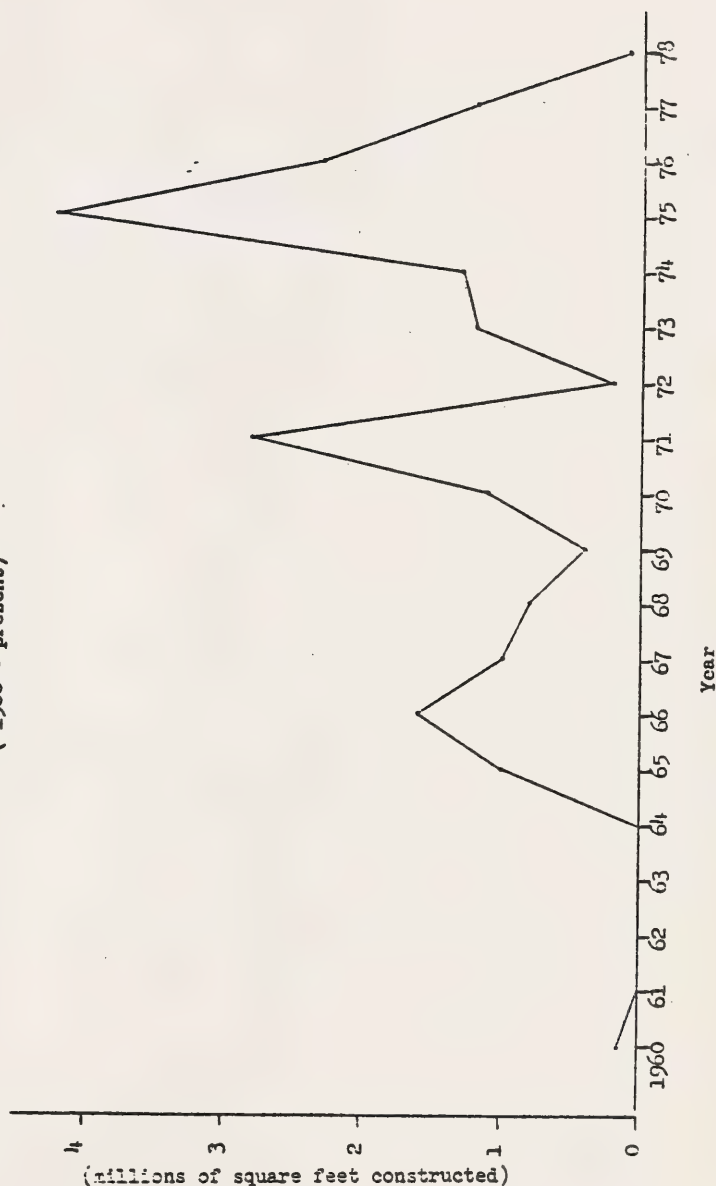




Chart II

Office Vacancy Rates in Boston 1972-77 with Estimates  
for 1978, 1979 and 1980

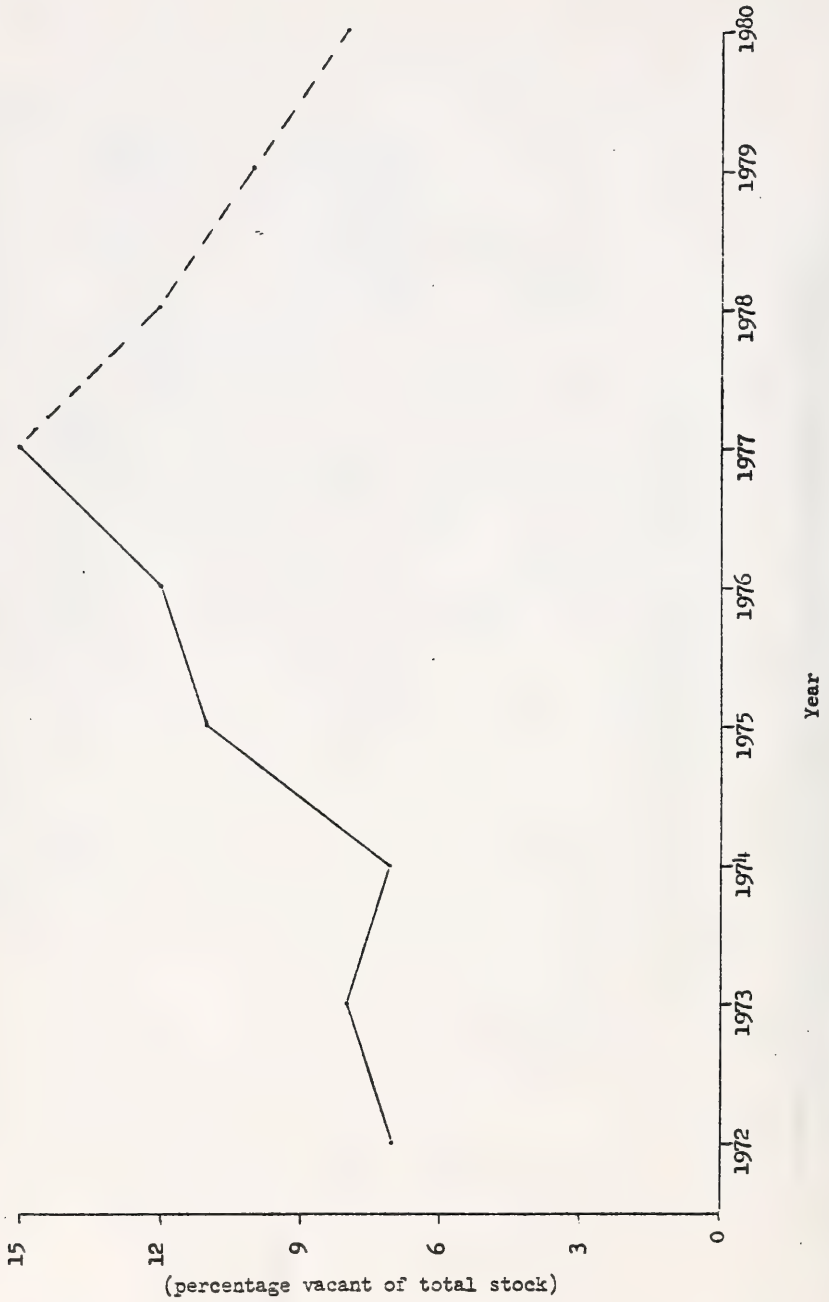
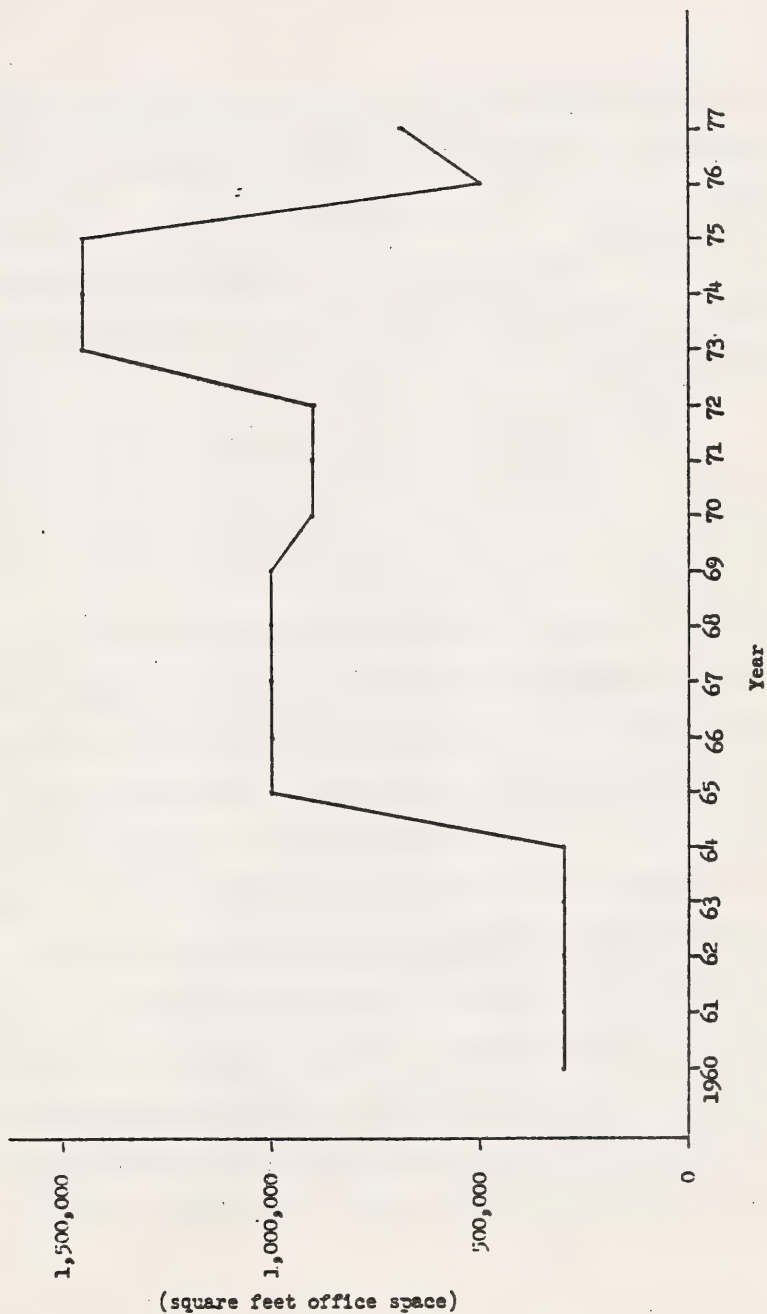


Chart III

Average Annual Absorption Rate for New Office Construction  
1960-77



Despite an overall vacancy rate today (Spring 1978) in downtown of 12-14 percent, the various classes and market areas are experiencing a range of vacancies from ten percent in Class A, eight percent in Class B to twenty percent in Class C. These rates also vary between market areas in the following way:

Financial	13%
Back Bay	13
Midtown	33
Government	8

#### Older Office Buildings

As indicated in the previous section, Class C office space is experiencing the highest vacancies in the Downtown. These older office buildings are bearing the brunt of the present over-supply of office space. Unlike Class A space, high vacancies in older office buildings will continue even with improving overall vacancy rates, primarily due to small floor areas, low efficiency factors and inflexible space. Indications are\*, however, that Class C buildings located in certain specific areas will fare better than the overall Class C market. Areas adjacent to State Street and Government Center, and the Waterfront are perceived by office tenants as prime

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\* BRA Research Department, "Office Tenants Survey", 1977.

locations for rehabilitated space. This demand will tighten market conditions in an otherwise "soft" Class C market .

#### IV. Impact of a New Federal Office Building

In Sections I, II, and III, the project description, an historical context, and prospects for Boston's office industry have been presented. This section will now focus on a point-by-point discussion of the issues raised by the building's potential construction.

A) The new building will cost \$75 million with 45 percent of that going to the 1,985 construction workers at an annual average salary of \$17,000. This will be a boon to the City's construction industry and will generate spin-off retail sales in the millions.

A \$75 million, 961,000 square foot office building, however, yields a very expensive development cost per square foot of \$78, compared to \$45 to \$60 per square foot for rehabilitating space in existing Class C buildings. In addition, rehabilitation is a more labor-intensive investment than new construction, thereby generating more construction jobs.

B) Due to high chronic vacancy rates in Class C office structures downtown, massive rehabilitation would be beneficial to the City's office market.

The required 960,000 square feet, however, simply cannot be accommodated by a cluster of Class C buildings anywhere Downtown. For example, in the Leather District today, available space totals 300,000 square feet or 31 percent of the GSA requirement. In the North Station area, 264,252 square feet are available or 28 percent of the GSA requirement. Consequently, even if GSA were to rehabilitate all presently vacant space in these two areas, less than 60 percent of their square footage needs would be satisfied.

C) Another prime concern of critics of the new construction proposal is the potential negative impact on the City's office market by the withdrawal of 2,122 workers from 402,110 net square feet of presently leased downtown office space.

Examination of the composition of the space to be vacated, however, shows that the impact would be primarily (91.72%) felt by Class A and B office structures. In three years, when this federal office building is completed, the 368,820 square feet of space vacated from Class A and B buildings would



be readily absorbed. The scarcity of current proposals for new office construction and declining office vacancy rates in Class A and B space substantiates this expectation. Class C space amounts to only 33,290 square feet (8.28%) of the total to be vacated. Although 33,290 square feet is only .2 percent of the total Class C stock downtown, withdrawal from the three buildings housing this space (110 Tremont Street, Batterymarch Building, United Shoe Machinery Building) will have a negative impact. This impact will be moderated in the latter two buildings, both located in the Financial district, an area where demand for Class C space is strong relative to other market areas. On the other hand, vacated space at 110 Tremont may suffer greater hardship. The magnitude of the space is, however, minor at 6,912 square feet (1/4 of the Class C space to be vacated).

D) Withdrawing 402,110 square feet of space from privately-owned, tax-generating buildings would, at face value, reduce City property tax revenue by \$1.5 million. (See Table IV, page 18.)

Of these tax dollars, however, 96 percent are paid by Class A and B structures which should be readily leasable given improved market conditions three years from now. The

Taxes Paid on Space Presently Leased and Proposed to Be  
Vacated\* - By Class of Space and Market Areas

	<u>Financial</u>	<u>Back Bay</u>	<u>Midtown</u>	<u>Government</u>	<u>Total</u>
Class A	\$729,313	-	-	\$440,973	\$1,170,286 (77%)
Class B	-	\$51,620	-	\$228,338	279,958 (19%)
Class C	47,109	-	\$12,480	-	59,589 (4%)
Total	\$776,422 (52%)	\$51,620 (3%)	\$12,480 (1%)	\$669,311 (44%)	\$1,509,833 (100%)

\* Properties located outside Boston not included in these figures.

balance, generated by the three Class C buildings, amounts to only four percent (\$59,589) of the property tax revenues currently being generated. If this figure represents the "real" tax revenue loss, it would be more than offset by spin-off private investment adjacent to a new federal building.

E) Critics suggest that a new federal office building will provide only temporary construction jobs and house permanent jobs already in Downtown.

Although the construction jobs will be temporary, 125 of the relocated jobs will come from outside of Boston. In addition, 476 new permanent jobs will be created in future expansion for a total Boston gain of 601 jobs.

F) An examination of all pertinent information regarding the proposed Federal office building in downtown Boston makes it clear that a new Federal office building would be in the City's interest. This finding is based upon the evidence presented which indicates that:

- 1) 2,000 construction jobs would be generated
- 2) 125 permanent jobs would be relocated from Cambridge to Boston
- 3) 476 new permanent jobs would be created
- 4) the negative impact on the City's office market would be minimal
- 5) the negative impact on City property tax revenue would be negligible in the short term and non-existent in the long term

- 6) new construction is the only solution to accommodating GSA space needs
- 7) there would be indirect benefits for adjacent businesses and the State via purchases by construction workers and Federal employees
- 8) a major office building investment will stimulate immediate spin-off development and reduce private investment uncertainty.

## APPENDIX



# CHRISTIAN SCIENCE Monitor

4/14/78

## Federal-building plan underwhelms Boston

Realtors, city officials see  
excess space, no taxes

By Jak Miner  
Staff writer of

The Christian Science Monitor

Boston

Tip O'Neill wants a building named after him, who's going to stop it?

That comment typified reaction from Boston real estate brokers in the wake of the announced proposal by the U.S. General Services Administration (GSA) to build a \$75 million, 25-story federal office building in Boston.

The impact of such a building on an already crowded real estate market, as well as the effect it would have on the property tax structure, has not elicited ringing endorsements from City Hall or real estate groups.

Mayor Kevin H. White has not announced his position on the proposal to construct another nontaxable federal building downtown. According to press aide George Regan, the Mayor is studying the impact the project would have on taxes and real estate values.

"You can say he's taking a wait-and-see attitude," the press aide said.

### Consolidation seen

The new federal building, with a 100,000-square-foot parking garage, would bring together various federal offices now occupying 565,000 square feet in 18 buildings the government leases for \$4.4 million a year. In addition, the federal government also owns the JFK Building and five others in Boston, totaling 1.3 million square feet and housing some 10,000 employees.

The proposed building — larger than the JFK Building — would be erected against the background of considerable nontaxable construction already announced.

The state plans to build a \$70 million transportation building in the Park Plaza complex; the U.S. Department of Agriculture has been designated developer of a \$20 million, 10-story nutrition center on Stuart Street; and Tufts University is planning a \$38 million hospital addition to its New England Medical Center in the Washington-Stuart Streets area.

If the new federal building is built, one real estate appraiser says, it will pull federal agency offices out of the space being rented in third-class buildings — "The toughest to rent."

"There is no viable market for such office space in Boston now," he said. "It would be tough to peddle that space."

### Effect predicted

It is expected that when the state occupies the transportation building it plans to build in the Park Square area, another 600,000 square feet in downtown commercial buildings will be vacated.

The effect of those vacancies, experts say, will be to reduce sharply the cash flow and make it difficult for owners to pay taxes — in many cases in the 35-to-40-percent assessment range. "Foreclosures will rise as people will walk away from their property."

Officials of the Greater Boston Real Estate Board, resigned to the fact that another federal building may be in their midst, say its placement is crucial and they want to work with the city and the GSA to make sure it will be in the "combat zone."

"We're very concerned about it," said Michael Whalen, a spokesman of the Building Owners and Managers Association, an arm of the Real Estate Board.

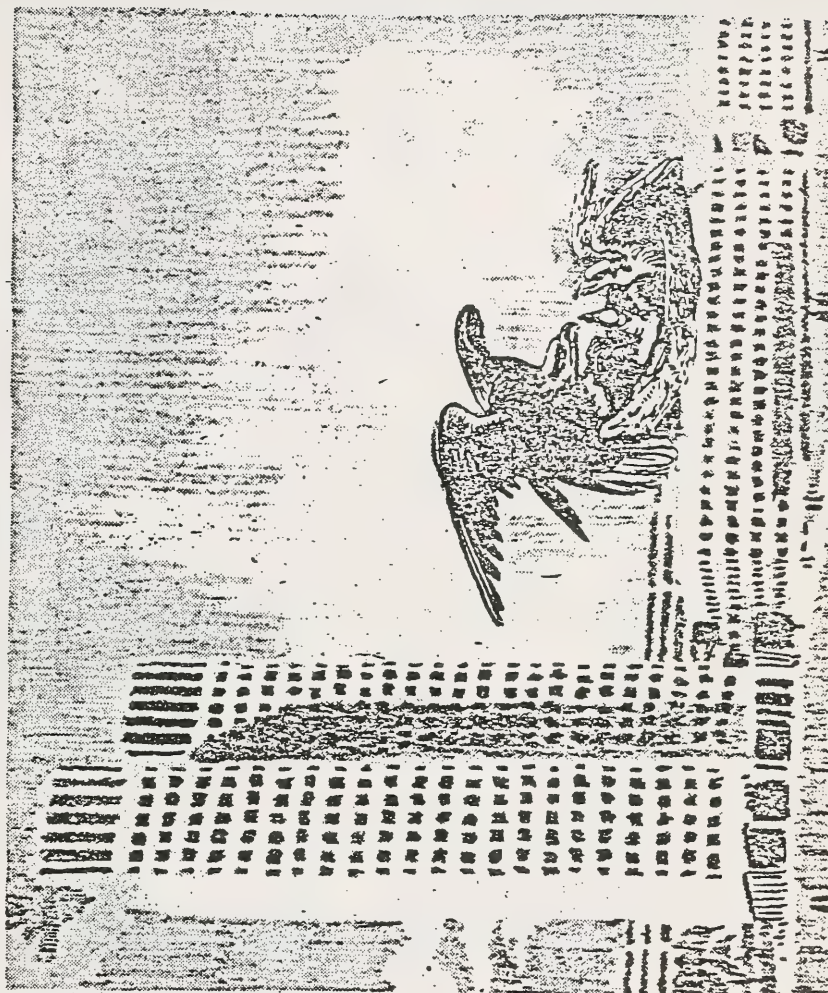
Sources at the Boston Redevelopment Authority say that Mayor White and authority director Robert Walsh met privately last week in Boston with GSA director Joel W. Solomon on the question of where to place the building. At this writing it is not known how that question was resolved — if at all.

House Speaker Thomas P. (Tip) O'Neill, who initiated a feasibility study a year ago on the project, has indicated that he favors a downtown site, which might include the combat zone.

# Forum

*A free exchange of ideas on the issues of the day*

'It makes no sense to the President to have billions of dollars invested in federal facilities that are shut tight after normal work-in hours, just when most people are afforded the leisure time to make use of them.'





The Boston - HERALD AMERICAN

MAY 7, 1978

(cont)

(2)

# Living it up, federal style

By WILLIAM J. LEWIS  
Senior Editor

The concept of the "living building" as perceived by President Carter will get its baptism in the Bay State.

With a new federal office building already approved for Springfield and Boston in line for another such facility, U.S. regional officials here already are devising plans in accordance with the White House's "living building" directive.

Just what is a "living building?" Like any other edifice, it is constructed of brick and concrete, marble and granite. The difference lies in the fact that a "living building" is programmed to make the maximum impact on the cultural, social, educational and civic life of the community.

Unless a federal building "contributes to improving the cultural environment," Carter contends it falls short of meeting its ultimate function.

In the President's view, a "living building" must provide ample space for retail trade. Such facilities operated by private-sector entrepreneurs ensure a liveliness and activity so foreign to the customary marble mausoleums—sterile, cheerless and rebelling to the average citizen.

The "Cooperative Use Act," approved by the Congress in 1976 and implemented for the first time this past year, specifically authorizes citizens groups to utilize certain areas of federal buildings free of charge.

Only if the activities of these groups lead to an extra expense is any fee levied, and then only the actual cost. The U.S. government has no intention of making a profit in permitting the use of its facilities.

But thus far, federal building use has been pretty much limited to displays, exhibitions and meetings by private groups.

Carter envisions a much more ex-

pansive cooperative use of public buildings with certain facilities designed for such activity built into construction plans.

So in the specifications for \$14.7 million federal building scheduled for Springfield, New England Regional General Services Administrator Lawrence Bretta is incorporating a host of new features.

Bretta and his planning staff are earmarking at least 7500 sq. ft. of ground floor space to be leased to commercial interests. Classrooms to accommodate educational programs, both during regular business hours and in the evenings, are another feature of plans now being drawn.

Maximum use of federal buildings demands that they be open beyond the conventional closing hour of 5 p.m., the Carter program stresses.

It makes no sense to the President to have billions of dollars invested in federal facilities that are shut tight after normal working hours, just when most people are afforded the leisure time to make use of them.

Planners of the Springfield facility are conducting an exhaustive study to determine the feasibility of employing a measure of solar energy toward heating and cooling the proposed six to seven-story structure, according to Bretta.

Were solar power to be deemed practical in this instance, the Western Massachusetts federal installation would score a first in fossil fuel energy conservation in a public building of this scope.

More than 400 employees working for all federal agencies in Springfield, other than the Post Office, are to be quartered in the new building to be ready for occupancy by the latter part of 1981.

At that time, the existing federal building on Dwight St. is to be disposed of with state, county and municipal governments getting the first crack at taking it over.

Meanwhile, as the Congress turns its attention to authorizing another federal building for Boston, Bretta and his aides are deeply involved in expanding the "living building" aspects of the proposed structure.

Of course the new federal installation in Boston is going to be on a far grander scale than its Springfield counterpart with plans calling for a total of 960,000 sq. ft. of space here as opposed to 180,000 sq. ft. in the Western Massachusetts facility.

Initial plans call for setting aside at least 22,000 sq. ft. in Boston for multi-use commercial-retail development.

Almost certain to be included in the blueprint is a day-care center similar to the one in the JFK Federal Building at Government Center. This JFK facility was the first of its kind in the nation.

The day-care center, although initially established with a non-interest loan from the U.S. Department of Health, Education and Welfare, is operated by a private corporation, only marginally subsidized by the government.

Although the facility accepts the children of both federal and non-federal employees, the former are given preference.

This innovation, which makes it possible for many working mothers, and some fathers, to continue at their jobs at a modest expense, "also humanizes the federal building," Bretta notes.

The proposed new federal building that will bring a dozen or more government agencies under one roof—most now are scattered in leased space all around town—definitely will be located in the heart of the city.

Such a site selection also is in accordance with the President's national urban policy which stresses consolidation or relocation of federal facilities on a priority basis in downtown/center city areas.

(cont.)

# The Boston HERALD - AMERICAN

May 7, 1975  
(3)

(cont.)

Among other objectives, Carter holds, strict adherence to this policy will serve to improve the physical and cultural environment of urban areas. A further dividend of the President's purpose is the targeting of federal procurements to labor surplus areas as well as to expand minority business opportunities.

National GSA head Jay Solomon has advised all regional chiefs any exceptions to the policy of inner-city location of federal facilities must win his personal approval.

Still other elements of the "living building" notion to be applied both in Boston and Springfield involve art-in-architecture, special landscaping and architectural barriers — all designed in a coordinated effort to enhance the cultural environment of the cities.

Three possible site locations for the 25-story Boston federal building are: 1. North Station, 2. Combat Zone area and fringes, 3. South Station.

Because the South Station is the scene of considerable redevelopment — some already in place and more on the drawing boards — there is a strong feeling the new federal building will be erected at North Station or adjacent to the central city retail district upon which the seedy Combat Zone has encroached.

Only this past Thursday a subcommittee of the House Public Works Committee in Washington voted to recommend to the full panel that it approve the new structure anticipated to cost between \$75 and \$90 million.

It will be designated the Thomas P. O'Neill, Jr. Federal Building in tribute to the Speaker of the House in whose district it is to be situated. Besides the Speaker himself, those who will have input into deciding the eventual location of the third federal office building in Boston are Mayor White, the City Council and Gov. Dukakis.

# Memo to 'Tip': Old is better than new — and more profitable for city

There is no question that House Speaker Thomas P. "Tip" O'Neill means well. All he wants to do is make sure that Boston gets a nice new \$75 million, 23-story federal office building to consolidate federal agencies and departments currently scattered around the city.

The General Services Administration, which has charge of all the nation's federal buildings, already has approved the project and there is little doubt that O'Neill can afford a favorable congressional vote.

It all sounds wonderful.

Here is a project that will provide jobs (an estimated 2500 over a three-year period), a fat payroll, local purchasing of goods and services and a shiny new building.

Could anything be better?

## LAN MENZIES

Unfortunately, yes, says Roger S. Webb, president of Architectural Heritage Foundation, and Ken Mandler, both of whom recently wrote letters to the Globe warning against the proposed new federal building.

The glumstick is that there are a lot of subsidies about new office buildings, especially federal ones. New federal buildings can do odd things to local real estate markets and city revenues.

In this case a new federal building could rob the city of tax income.

One can't blame O'Neill for not understanding the intricacies of urban market forces. Few but experts do.

One isn't, however, make the same excuse for the General Services Admin-

istration but regrettable GSA seems to have earned its reputation of being 10 years behind the times. Make that 15.

It isn't that Tip's idea is a bad one, given today's framework. But it would be better with a little reengineering.

The way to do that would be to request GSA not to spend the money on a new building but on refurbishing an old building or a complex of old buildings for the same purpose.

At the risk of oversimplification here's why.

First, federal buildings don't provide a city with any taxes. But federal agencies and departments whose personnel are scattered in various privately-owned buildings do. The feds pay rent to the private landlords who, in turn, pay taxes.

So, if all these scattered federal per-

sonnel in Boston are put under one roof in a new federal building, the city loses taxes, unless the space vacated by the departing federal personnel can be filled by new tenants.

In Boston, filling such vacated office space would be highly unlikely because there is an oversupply of office space. But wouldn't this also happen if the move were to a renovated old building or complex of old buildings? Yes, it would. So what's the difference?

In hard tax money and considering only the move itself there wouldn't be any difference.

Well, then, if the feds and O'Neill truly want to help the city, why don't they leave well enough alone? Boston is strong argument in doing just that except that the feds have a right to seek the best revenue consultation, a right they'll eventually exercise.

involve even more workers than new construction, something not widely known. City Engineer Webb, who developed Old City Hall, estimates renovation would involve close to 4000 workers as against GSA's estimate of 2500 for new construction and renovation would have the same privileges with renovation as new construction.

Finally, although everyone seems to forget it, Congress told GSA to give preference to restoration and President Carter's new urban policy states that restoration is to be preferred to new construction.

True, for Americans to choose the old over the new is a whole new ballgame, but it makes sense and it's time to make a start, even in the bureaucracy. It would be nice to see O'Neill let the way.

lan Menzies is a Globe columnist

Further, restoration work would in-

5/18/78



J. ADVISORY COUNCIL ON HISTORIC PRESERVATION: PRELIMINARY FINDINGS

ADVISORY COUNCIL ON HISTORIC PRESERVATION  
PRELIMINARY FINDINGS  
PROPERTIES WHICH MAY BE SUITABLE FOR FEDERAL ACQUISITION AND USE  
UNDER THE PUBLIC BUILDINGS COOPERATIVE USE ACT (P.L. 94-541)  
BOSTON, MASSACHUSETTS

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INTRODUCTION

By letter dated November 21, 1977, GSA formally requested the Advisory Council on Historic Preservation to provide recommendations on buildings in or adjacent to the central business district of Boston which possess historic architectural or cultural significance and which might be suitable to meet Federal space needs in the community.

This request was made pursuant to procedures implementing the Public Buildings Cooperative Use Act. At the time of the request, however, no agreement had been reached between GSA and the Council on funding for this effort and the Council had no resources to devote to a survey of Boston or analysis of properties identified. Agreement between the agencies was finally reached during the first week in March, 1978, and the Council sent a staff member to Boston to work with local planning and preservation groups in order to identify buildings of significance and potential suitability for Federal use.

In view of the priority placed upon this project by GSA, the Council agreed to furnish GSA with its preliminary findings within ten days of the date of that survey, with refinements and further Council analysis to follow. This report is the presentation of those preliminary findings.

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CSA REQUIREMENTS

APPROACH TO THE SURVEY

LOCATIONS WITH EXCELLENT POTENTIAL

LOCATIONS WITH SOME POTENTIAL

OTHER LOCATIONS DISCUSSED

PRELIMINARY FINDINGS AND RECOMMENDATIONS

## GSA REQUIREMENTS

No Federal Space Situation Report or Project Development Report was furnished to the Advisory Council on Historic Preservation prior to the initial visit of the Council representative to Boston for the purpose of determining the existence and potential suitability of property of historic, architectural or cultural significance which might be available for Federal acquisition and use.

It is the understanding of the Council that the findings of GSA's Regional Office pertaining to Federal space needs in Boston are in preparation and will be submitted formally to the GSA Central Office in the near future. In order to determine as accurately as possible the Federal requirements regarding amounts of space required, projected tenancy, desired location and other requirements, meetings with GSA Central Office and Region 1 officials were conducted. Information was developed at these meetings regarding the likely nature of a new Federal facility in Boston. Subsequent discussions with State and local preservation groups and representatives of the Boston Redevelopment Authority were based on the following:

- The Offices of the U.S. Federal Courts and related activities would remain in the John W. McCormack Post Office and Courthouse located on Congress Street. Relocation of U.S. Postal Service Activities and other general purpose Federal office space now in the building would enable the expansion of the Federal Courts to meet their foreseeable space needs.

- General purpose Federal offices relocated from the McCormack building and consolidated from all or nearly all leased locations scattered throughout the Boston area would compose the space required in a new Federal facility.
- Space should be provided in a new facility for approximately 2,500 employees; 440,400 square feet of agency occupiable space.
- Supporting this space is a proposed 12,000 square feet of custodial space, 20,000 square feet of space for shared building services (cafeteria, conference, etc.) and 44,000 square feet of expansion space.
- 22,000 square feet is proposed to be provided for various uses authorized by the Public Buildings Cooperative Use Act (commercial, cultural, educational and recreational).
- Parking is proposed to be provided for both visitors and employees; 285 spaces requiring about 100,000 square feet of space.
- The desired location of a new Federal facility is not precisely defined. In fact, various locations to the north and south and within the heart of the downtown area of Boston have been discussed in the past. It was assumed that GSA would be concerned with access to the facility by mass transit, by pedestrians working



or living in the downtown area and by car for those people living outside the city within the Boston region. Further, it was assumed that reasonable proximity of the new facility to existing Federal offices would be desirable in order to provide to the public convenient access to Federal services. It is recognized, however, that location of a new Federal office building must be consistent with local plans for development, with overall economic feasibility, and with the policy established by the Public Buildings Cooperative Use Act.

## APPROACH TO THE SURVEY

With this information on the size and location requirements of GSA understood or assumed, the entire central area of Boston was examined in general and its known areas or individual properties of historic, architectural or cultural significance examined in particular to determine what locations or properties, if any, might be able to meet these requirements. The following tests were employed in order to evaluate each location:

- Were there properties in the area which are of historic, architectural or cultural significance as defined by the Public Buildings Cooperative Use Act and the procedures of the Advisory Council on Historic Preservation implementing the Act?
- Were properties of significance able to provide the amount and kind of space required by GSA? If not, would the area provide the opportunity for new construction which would supplement the space provided in culturally significant properties? Is new construction or addition to existing buildings possible without sacrificing the significance of existing buildings?
- Would Federal location in the area be compatible with and not in competition with local preservation goals and objectives and ongoing development activities? Would Federal location in the area be compatible with overall community plans?

- Would Federal location in an area be magnified by further related and complementary development? Would that development be consistent with preservation plans and other community objectives?
- Are the properties identified fully protected through active use? Would the buildings of cultural significance and any related property for new construction/additions be available for sale within a time frame suitable for Federal acquisition? Would these properties be available for purchase at fair market value as determined by independent appraisal?

The following is a list of areas and/or properties which were discussed and to which these criteria were applied (see map):

1. Church Green
2. Custom House District
3. Adult Entertainment Area
4. Youth's Companion Building
5. Exchange Building and District
6. Old Federal Reserve Buildings
7. Charles Street Jail
8. Suffolk County Courthouse
9. First Corps Armory
10. North Station Area
11. The North End

From this list of candidate locations and properties the first three emerged as the primary possibilities. They appear to have the potential to most fully satisfy the space and locational requirements of GSA and at the same time contribute to local preservation plans and objectives. In the following pages the opportunities inherent in these buildings and locations are discussed in some detail. Other locations and properties discussed are briefly described.

To develop this information, meetings were held with the Executive Directors and staffs of the Boston Landmarks Commission and the Massachusetts Historical Commission and with planners from the Boston Redevelopment Authority. No contact was made at this stage with owners of properties identified.

EAST





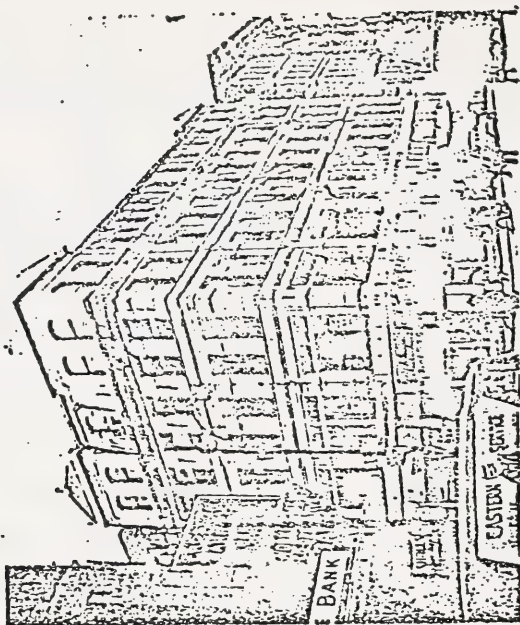
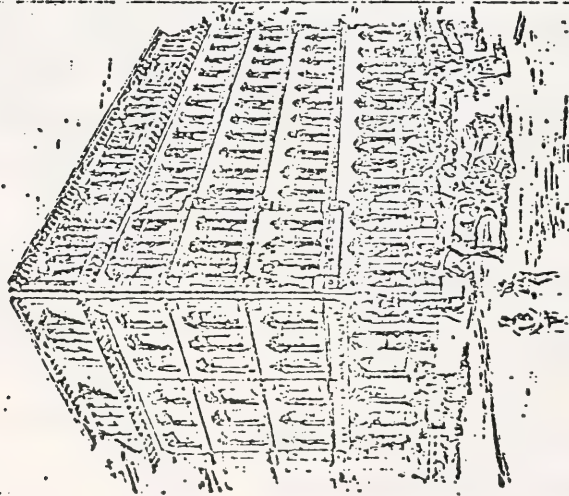
## LOCATIONS WITH EXCELLENT POTENTIAL

### 1. Church Green Area

The Church Green area considered as a possible location for a new Federal facility includes three blocks bounded by Kingston Street on the north, Essex Street on the west, the expressway access on the south and Summer Street on the east. Cutting through this area is the western boundary of the Commercial Palace Historic District which has been determined by the Boston Landmarks Commission to appear to be eligible for listing in the National Register of Historic Places.

This area was named after the octagonal church which stood at the southern end of the block bounded by Summer, Kingston and Bedford Streets. The New South Church was dedicated in December, 1814, to serve the residential neighborhood of merchants and statesmen. It was designated by Charles Bulfinch and contained a bell cast by Paul Revere. As the Church Green area commercial activity grew, the upper-income parishioners of the New South Church moved out to Back Bay, opened to residential development in the 1860's. Their former homes were converted into lodging houses or torn down to be replaced by commercial structures, four story granite buildings with wooden mansard roofs. The church itself was demolished in 1859.

In 1870, at the corner of Summer and Kingston Streets on the Church Green block, stood a new granite commercial building which exemplified the contemporary design and activities in the area. From this building, the Great Boston Fire of 1872 spread, consuming the



BIRTHPLACE OF THE GREAT FIRE, 1872, 83-85 Summer St. (3) Post-Fire (existing) building at 83-85 Summer St.  
 (4) This view from 1965 shows similar size and style of post- and pre-fire construction.

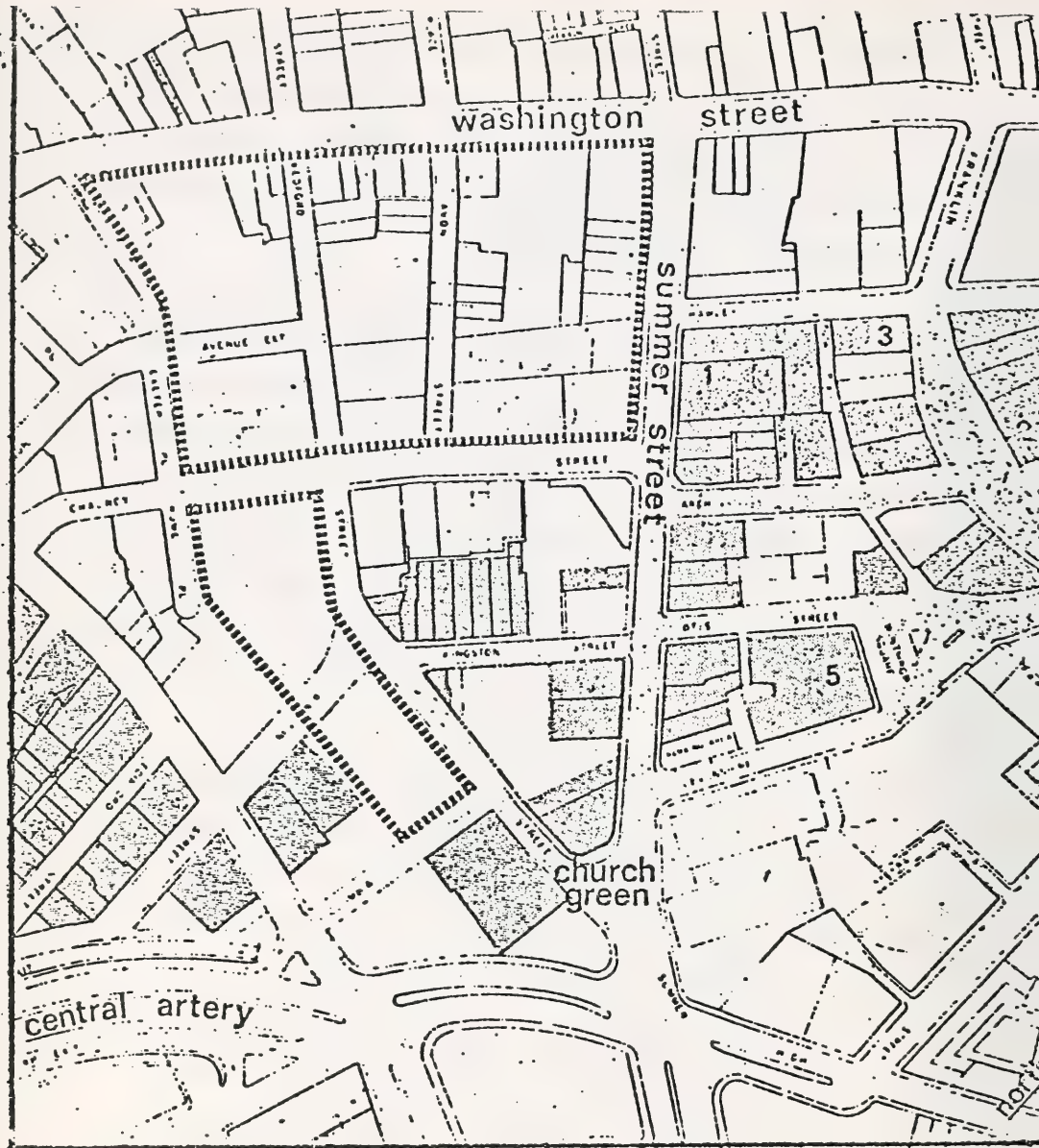
downtown area from the Church Green block to Milk and Borad Streets, and from the south side of Washington Street to the wharves. The reconstruction of the Church Green block took place on the old foundations. The existing buildings today reflect the size and style of the original commercial structures.

The Church Green area has continually contained mixed uses though the emphasis has shifted over the years. Early commercial uses were predominantly light manufacturing such as garment and shoe industries. From the turn of the century businesses of commercial rather than manufacturing activities predominated. Today fast service businesses such as sandwich shops and copy services on the ground floor exist. Upper loft space is let for artists' studios and low rent commercial activities.




There is no single plan adopted for this area of the downtown. A 1975 study of the area was conducted by a Harvard urban design studio for the Boston Redevelopment Authority which projected continued mixed use in the area and a combination of reuse of existing buildings and new construction. It was their conclusion that:

The preservation of Church Green's buildings should be actively sought by Bostonians. Although the city continues to change, the workmanship, materials and character of these nineteenth century commercial buildings provide Boston with a sense of continuity with its past.

A more recent study of the possibility of a new Federal facility in this area was made by the Boston Redevelopment Authority. The outline

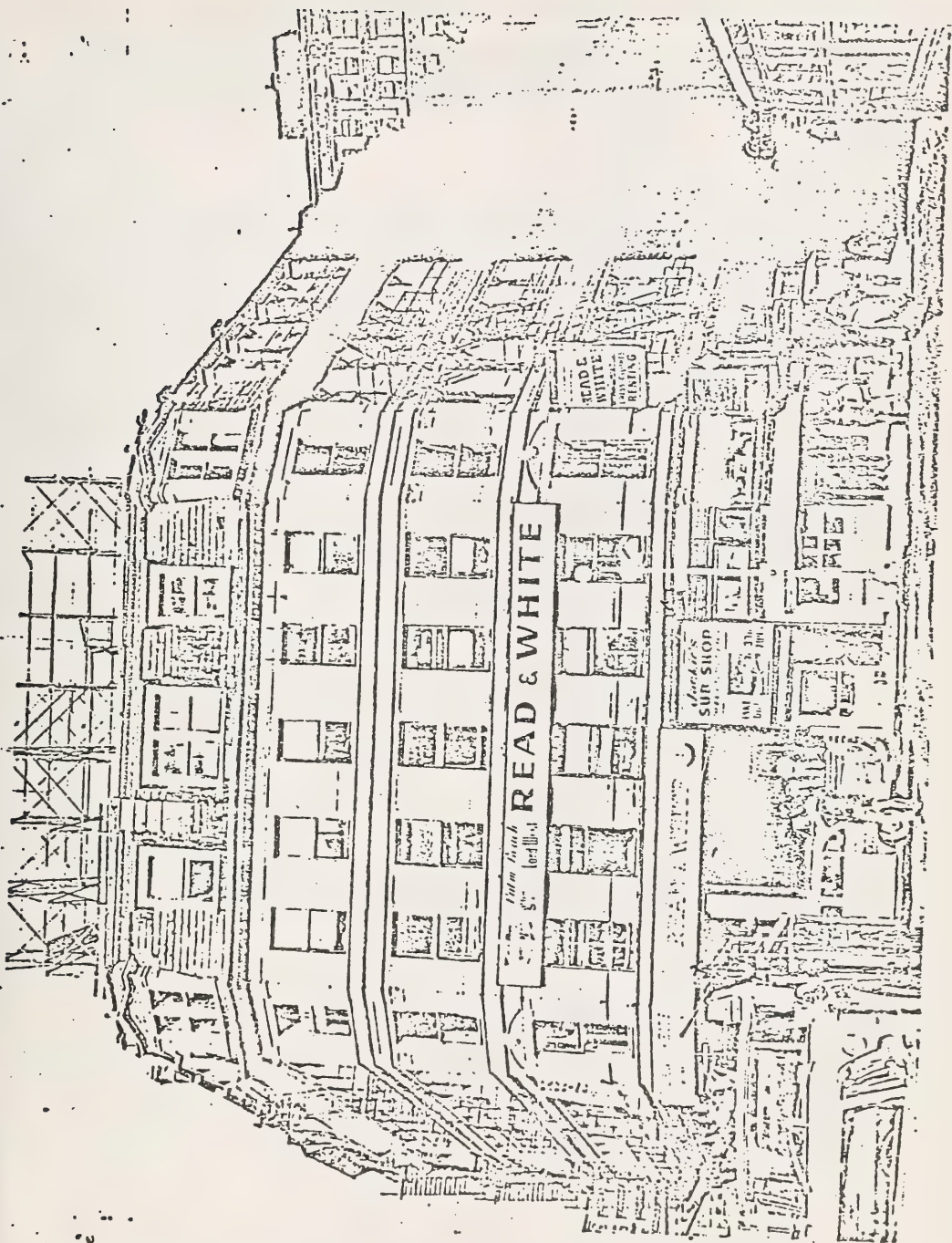


**CONTEXT: 19th CENTURY BUILDINGS IN DOWNTOWN RETAIL DISTRICT**

-  19th Century Buildings
-  Streets with Character Influenced by 19th Century Buildings
-  Proposed New Development Area

Numbered buildings on following page.





CHURCH GREEN, March, 1975. Note gap in Summer Street facades.  
 Lettering "Church Green" clearly discernible.



of their study area is shown on the following plan. The concept for Federal location in the area presented in this section is tentative. It assumes the same boundaries for a Federal site as used by BRA.

Just what mix of new and existing space could be provided as part of a Federal development will depend upon the uses, conditions and ownership of existing buildings. As indicated below, CSA might acquire several buildings in proximity to a component of new construction. Another possibility could be the acquisition of space at scattered locations in the district. Provision of all Federal space needs by acquisition of existing buildings may be infeasible. Provision of all the space through new construction would do nothing to help preserve and enhance the district.

Because there are many opportunities for Federal location in the area no specific data on individual building ownerships and square footages was sought at this stage.

As an illustration of a desirable balance between "new" and "old," the following concept is advanced.

Acquisition of six historic properties (see following sketch); renovation and use of these buildings to provide ground floor commercial space and offices on the upper floors. Although the buildings in question need further study they appear to meet the

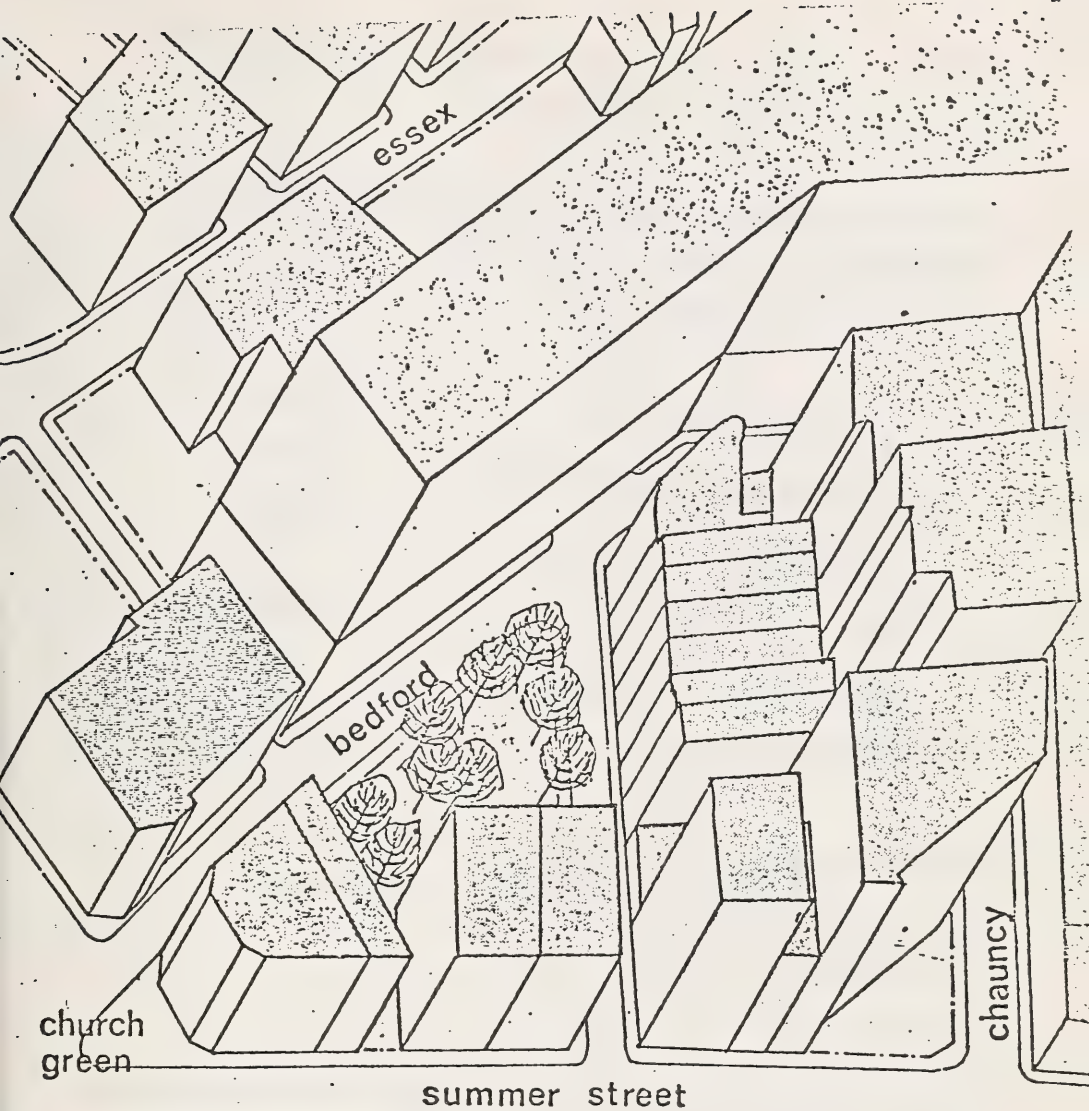


CHURCH GREEN AREA CONSIDERED FOR A FEDERAL FACILITY

--- BRA STUDY AREA FOR FOM

--- COMMERCIAL PALACE DISTRICT





## SCHEME C - HARVARD URBAN DESIGN STUDY

PRESERVATION OF AT LEAST FOUR EXISTING STRUCTURES, ON CHURCH GREEN BLOCK ON SUMMER STREET. VACANT PARCELS REMAIN OPEN. NEW CONSTRUCTION transferred to top of proposed parking structure across Bedford Street from Church Green Block. 18 FAR.

Bonus of 2 FAR for preservation/rehabilitation of 19th century buildings. Approximately 810,000 total square feet in 11 floors of 75,000 sq ft on garage. Approximately 160,000 total square feet in 5 floors of rehabilitated space.

Scale: 1" = 100';



criteria of significance in the Council's procedures implementing the Public Buildings Cooperative Use Act.

Construction of new office space (labelled "FOB") on an existing parking lot built as a part of a major retail development to the north of the Church Green area.

In such a plan the following amounts of space could be provided:

New Federal office and support space (12 floors @ 30,000)	360,000
Renovated Federal office space (Floors 2-5; six buildings)	95,000
Ground floor commercial uses	24,000
Support/custodial (basement) (New and existing buildings)	24,000
Existing Parking	100,000

This concept is similar to one advanced by

Studio in a study of the area for the Boston Redevelopment

(See following sketches labeled "Scheme C")

Whatever the design solution, it is evident that adequate space exists in the area to accommodate Federal space needs through a combination of new construction and renovation.



In studying the area in detail GSA and the Council should be guided by the conclusions of the Harvard study:

"The Church Green block is ready for redevelopment of some kind. Not only does its location take advantage of heavy pedestrian and vehicular traffic flow through the central business district but its particular location has high visibility for pedestrians and motorists coming from the South Station area.

A history of the area reveals that the buildings played a role in significant local events, but more than that minor role, the buildings represent a vanishing type of building - the typical 19th century commercial building. The Church Green block buildings are important because together they frame a block with some continuity and because they form a district with other remaining 19th century buildings in the retain district.

It is most important to accommodate land uses in a development proposal for Church Green block that will insure vitality. The Design Solution demonstrates a plan for preserving the best of Church Green while injecting new vitality. The plan maintains the rich 19th century textures and materials on the street to benefit the pedestrian while it adds significant new construction."

## 2. Custom House Historic District

The district, listed in the National Register of Historic Places, is bounded roughly by Faneuil Hall Square, Merchants Row, Chatham Street, Commercial Street to State Street on the north, the John F. Fitzgerald Expressway on the east, High Street on the south and Batterymarch, Kolby Place across Centre Street, Bangs Alley, Doane Street to State Street and behind back alleys of Merchants Row on the west to Faneuil Hall Square.

The entire district is an exhibit of mixed commercial architecture reflecting Boston's development as a major mercantile city. Part of this district, contiguous to Faneuil Hall and the Quincy Market, and including a portion of State Street and Merchants Row, was a center of commercial activity during the 18th and 19th centuries as Boston's original waterfront. The remaining southern area of the district is significant as a land-fill operation planned by Charles Bulfinch for the Broad Street Associates in 1805 to unify and expand the wharfs and warehouses. The present McKinley Square, within the filled land development, is noteworthy for its progression of Victorian styles of architecture seen in the Central Wharf Building, Customs House, nearby State Street Block, and the Flour and Grange Building.

There are many opportunities for the Federal government to support the Custom House Historic District both directly by acquisition and use of historic property and indirectly by the location of its work



force within the district in a manner which complements the aesthetic quality of the area and improves its economic health.

The following preliminary proposal is advanced to illustrate the manner in which such a positive Federal project might proceed.

There is a two block area in the heart of the Custom House district that is now generally underdeveloped and contains several historically and culturally significant buildings. The following concept for Federal development in this area indicates retention, renovation and use of seven historic buildings combined with infill and highrise construction.

50-54 Broad Street  
157 Milk Street (1 Building)

Of the four granite warehouses in the district, 50-54 Broad Street/ 157 Milk Street carries the most adornment. The cornice, the bracketed lintels at the windows, the quoins at the building's corners, and the arched keystone windows at the ground floor, all draw attention to the compact building. The graceful dormers of the mansard roof add a touch of elegance to this 1858 warehouse, and the high textural contrast between the smooth and roughcut granite gives the building a strong visual identity.

175 Milk Street and  
64-70 and 72-72a and 80-86 Broad Street (6 Buildings)

These are scattered survivors of the uniform buildings constructed from the designs of Charles Bulfinch in the Broad Street Association's development. Dating from 1810, they are the oldest buildings in the district. Originally each brick unit was four stories high with small, square fourth-story windows. Although major alterations have been made to windows, ground floors, and rooflines, the Federal style is still evident, particularly in 64-70, and 72 Broad Street, and 175 Milk Street, occupied by Patten's Restaurant.

While further study of the buildings proposed for acquisition is needed, they do appear to meet the test of cultural significance under Council procedures implementing the Cooperative Use Act.

They are central to the "architectural diversity, strong identity and 19th century ambience" of the Custom House District as a whole.

The property on these blocks is either owned by or under option to a single owner, the Orlandello brothers.

The following sketch indicates how this property could be developed using infill construction, renovation and use of existing structures and allowable highrise construction. Some properties within these



two blocks are of little significance and could be demolished to make room for development. It has been calculated that development of these blocks with a bonus F.A.R. provided for preservation of existing buildings could provide space as follows

**Existing Buildings Retained**

50-52 Broad	8,700
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64-70 Broad	10,600
-------------	--------

175 Milk St.	16,000
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72-72a Broad	3,800
--------------	-------

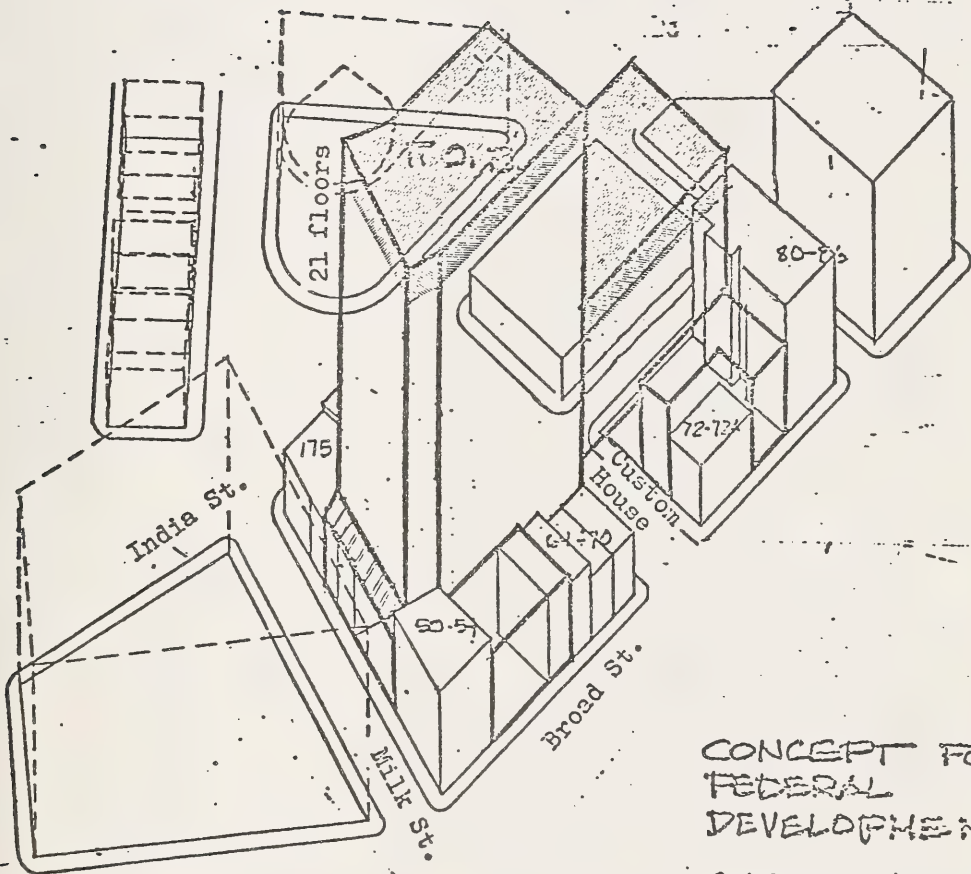
80-86 Broad	37,800
-------------	--------

<b>Total</b>	<b>76,900</b>
--------------	---------------

<b>Podium Infill</b>	<b>183,300</b>
----------------------	----------------

<b>Tower</b>	<b>260,800</b>
--------------	----------------

<b>Total</b>	<b>521,000</b>
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CONCEPT FOR  
FEDERAL  
DEVELOPMENT

CUSTOM HOUSE  
DISTRICT

### 3. Adult Entertainment Area

The adult entertainment area or "Combat Zone" has been discussed in the Boston papers as a potential location for a new Federal facility. It is generally acknowledged in the community that the novel experiment of zoning for and thereby containing various adult entertainment enterprises has not succeeded, that these uses are spreading beyond the limits of the zone and are depressing what is a key transitional area between the heart of downtown Boston and the office and residential areas to the west of the downtown.

There are four buildings within the Combat Zone that were discussed as possibilities for Federal acquisition and use to provide part of the Federal space required. They are as follows:

The Boston Young Men's Christian Union  
48 Boylston Street

The building is a five story institutional structure which conforms to the lot lines of its irregular L-shaped parcel. It still serves the needs of the young men's service organization which built it over a century ago and has been well maintained. It would provide about 60,000 square feet of space, perhaps most appropriately devoted to the educational, commercial, cultural and recreational uses authorized by the Public Buildings Cooperative Use Act and included in GSA's program for a new Federal facility in Boston.

The Union is a designated Boston landmark and may be nominated to the National Register of Historic Places. The building is

# Location Map



architecturally significant as a notable example of the High Victorian Gothic Style in Boston. It is the most accomplished building in this style remaining in the central business district. In addition, the building is important to the history of Boston, serving as the home for the socially active Christian Union which built it in 1875.

The Boylston Building  
2-22 Boylston Street

The Boylston Building is a six story masonry and iron frame commercial structure with ground floor retail uses, many of them adult entertainment-related and currently vacant office space above. It occupies all of its 15,400 square foot parcel and therefore would provide a total of about 92,000 square feet of space. The Boylston Building is a designed Boston Historic Landmark. It has considerable architectural significance both as a distinguished design by a notable Boston architect, Carl Fehmers, and as an important example of the transition from traditional load-bearing masonry construction to the commercial style, skeleton-framed building type pioneered by the Chicago School. The Boston Landmarks Commission has recommended that the building be nominated to the National Register of Historic Places. The building is currently owned by the Century Building Trust.



The Hayden Building  
691-693 Washington Street

The building, a five story commercial structure, occupies the entire 1,400 square foot parcel fronting on Washington Street. Adult entertainment activity occupies the first and portions of the second floors of the building, the remaining space being vacant. In total the building would provide about 7,000 gross square feet of space. The building is presently owned by Joseph P. Balliro of Revere, MA, who also owns the two adjacent buildings on LaGrange Street.

The Hayden Building is a designated Boston Landmark and has been recommended for nomination to the National Register of Historic Places by the Boston Landmarks Commission. The building has considerable significance as the last extant commercial building in the Boston area designed by H.H. Richardson. It is one of less than ten commercial buildings ever designed by the eminent architect and prefigures later notable works by Richardson.

Jacob Wirth's Restaurant  
31-39 Stuart Street

The two contiguous houses making up Jacob Wirth's Restaurant are owned by the LaGrange Street Realty Trust. They are significant not only as the home of a famous Boston eatery, but as rare survivors of a once-dominant architectural type.

Jacob Wirth, an immigrant from Germany, founded his restaurant in 1873 within a block of the current location. In 1878, Wirth bought the house at 37-39 Stuart, using the ground floor as bar and restaurant. In 1889 he leased the adjacent house at 31-33 Stuart; today's interior fittings, including mahogany bar, brass railings and oak tables, date from this expansion. Little changed in the menu or ambience over the long tenure of the Wirth Family, which ended with the death of Jacob Wirth, Jr., in 1965. Under new ownership, the restaurant continues its traditions today. The two buildings dating from 1844 are the best remaining examples of the bowfronted row housing which proliferated in Park Square from 1835 to 1850.

A relatively scarce residential type in the central city, these vernacular Greek Revival Style buildings also serve as an important stylistic link between the earliest Beacon Hill bowfronts and the Italianate style prevalent in the south end development of the 1850's and 60's. The current storefront was added by Wirth when he expanded into both houses.

On the following page a concept for Federal development in the adult entertainment area is presented. The four Boston landmarks as well as other buildings on the block may be retained. New construction both of an infill and highrise type would provide for the bulk of Federal space needs and parking.



STON

COMMON

CENTRAL  
BURIAL  
GROUND

Transportation  
Bldg.

THEATRE  
DISTRICT

Bradford

Music Hall

WORTH STREET

NEW F.O.B.

Boylston Bldg.

B.Y.M.C.U.

Proposed  
NR District

Lafayette Pls  
(proposed)

PARKING  
AREA

ESSER

BEACH

WHEELAND

T-NEMC

## "LOCATIONS WITH SOME POTENTIAL

The preceeding opportunities appear to be able to most closely approximate GSA's space and locational requirements and to support the preservation and development objectives of the community. The following four possibilities are discussed briefly as having somewhat less potential. They should be considered by GSA if its requirements change substantially or if none of the preceeding opportunities appears to be feasible for some reason.

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### 4. Youth's Companion Building

Located at 140-144 Berkeley Street and 195-217 Columbus Avenue, this building is listed in the National Register of Historic Places. It is currently owned by the Black and White Taxi Service Co. It contains about 135,000 square feet of space.

It is a modified Richardson Romanesque of block almost rectangular in shape with a flat roof. It is a massive five story block with a strong symmetrical design that is generated by balanced horizontal and vertical emphases.

The interior supports of the building are of cast iron. Thirty-seven hundred Maine spruce trees were placed upside down under the building; iron piers were fastened to granite blocks placed among the trees before the foundation of granite and stone was laid. They reach the roof, making all the columns in the building in alignment. The Youth's Companion Building was also the birthplace of the Pledge





S AND PROPERTIES IDENTIFIED  
NO SOME POTENTIAL FOR  
RAL DEVELOPMENT UNDER THE  
TO BUILDINGS COOPERATIVE



of Allegiance. It was written, printed for the first time, and popularized around the United States in 1892 to commemorate the 400th Anniversary of Columbus in America.

The Youth's Companion Building was started in 1890 and was completed in 1892 and was perceived as a monument, an advertisement, a warranty of the character of the owner, the Perry Mason Publishing Company. It was designed by William Cummings Richardson and Henry W. Hartwell, two Boston architects who also designed Christ Church in Andover, Massachusetts, the Latin School in Cambridge, Massachusetts, and the Exeter Street Theatre in Boston, in addition to several schools in Newton. The building takes the manner of Henry Hobson Richardson and modifies it into something that approaches the style of Louis Sullivan's Chicago Auditorium and Stock Exchange.

##### 5. Exchange Building and District

The exchange District is bounded on the south by Water Street, on the west by Washington Street, on the north by State Street and on the east by Kilby Street. The district contains about two block area and the Exchange Building at 53 State Street.

Significance: The Exchange District as a whole has been found by the staff of the Boston Landmarks Commission to appear to meet the criteria

for eligibility for inclusion in the National Register of Historic Places. Research work is underway leading to the preparation of National Register nomination forms for submission to state and national review committees. The Exchange Building is privately owned by the Albert J. Edelman Trust. Taxes on the property have not been paid in three years and foreclosure is pending.

**Square Footage:** The Exchange Building would provide approximately 410,000 square feet of space on eleven levels.

The balance of the space required by the government would have to be provided through the acquisition and use of other properties within the district or by new construction.

The Exchange Building is now used for offices. It was designed by Peabody and Stearns in 1889. It is the oldest and most monumental building in the district which is composed of Beaux arts and neo-classical commercial buildings which are a working remnant of the development of the community as a financial and banking center.

Further analysis of the Exchange Building itself is needed but, based on present data, it does appear to meet the criteria of significance under the Council's procedures implementing the Cooperative Use Act.

6. Old Federal Reserve Buildings

The former headquarters of the Federal Reserve in Boston has been offered for sale since the Federal Reserve organization has relocated to a new building in the downtown area. GSA has already examined the feasibility of acquiring this building for use as Federal courts and offices. The building does possess both historic and architectural significance which would make it a candidate for acquisition and use under the Public Buildings Cooperative Use Act.

The original portion of the building dating from 1923 is in a late renaissance revival style. A 1953 addition is in a neoclassical style. A temporary one-story addition completes the assembly of structures on the site. Work is underway leading to designation of the property as a Boston landmark and its nomination to the National Register of Historic Places.

7. Charles Street Jail and Surroundings

The Charles Street Jail is located on the corner of Charles Street and Cambridge Street. The building was considered and discussed generally as a possible candidate for Federal acquisition and use. It would provide about 150,000 square feet of space for Federal use, and the balance of the government space requirement might be provided by complementary new construction on the large site the building occupies. The Boston Landmarks Commission has formally expressed

the finding that the building may be eligible for listing in the National Register of Historic Places. Consideration of this property is based on the possible construction of a new Suffolk County Jail in the North Station area.

#### OTHER DISCUSSIONS DISCUSSED

The following four possibilities were discussed generally, but it was felt that Federal location in these areas of the community would not provide much of a benefit to local preservation plans and objectives.

#### 8. Suffolk County Courthouse

Some discussion was devoted to the possibility of Federal acquisition and use of this property, located on Pemberton Square, to meet a part of government space needs. The building would provide about 140,000 square feet of space.

The Courthouse, designed in 1886 by George Clough, Boston's first City Architect, is listed in the National Register of Historic Places. Federal use of the courthouse would be contingent upon relocation of the County functions now occupying the building.

#### 9. First Corps Armory

The Armory of the First Corps of Cadets at 97-105 Arlington Street and 130 Columbus Avenue was given some consideration for acquisition and use by the government. Built 1891-1897, this granite faced

castellated building is the last surviving Victorian armory in the city and is listed in the National Register of Historic Places.

The building, now vacant, is owned by a major developer of parking lots in the city. It would provide about 40,000 square feet of space.

In spite of its significance and the fact that the building may be endangered, no detailed examination of the Armory was made at the time for possible Federal use. In any case, the Armory would provide only a small portion of Federal space needs. Various plans for the long term preservation of the Armory through commercial or cultural use have been advanced and are under consideration. Thus, a CSA effort to preserve the building through its use as Federal offices might be in competition with local preservation planning.

#### 10. North Station Area

The North Station Area was considered as a possibility primarily because it has been discussed locally as a location of a future Federal facility.

The North Station Area is generally bounded by Washington and Merrimac Streets on the East and West, North Station itself on the North and Chardon Street on the South.



This is an area in the community of mixed uses and containing about 37% office space, 28% manufacturing, 25% mixed commercial, 2% residential and 8% vacant square footage. In addition, there is about 730,000 square feet of vacant land, most of it used for parking. The use of this area as a terminus of regional activity dates back to the 17th century when a saw mill and a grist mill were in operation. In the early 19th century the present triangular pattern of streets was laid out by Charles Bulfinch. The growth of the railroads structured the rest of the area. The major era of development for the area was in the 1930's when the North Station, Boston Garden Sports Arena, the Madison Hotel and other buildings were constructed. None of these buildings have been determined to possess outstanding historic architectural or cultural significance.

Many individuals and companies own property in the area without a large concentration of holdings in any single ownership.

The Annelex Building is the largest commercial structure in the district containing 538,000 square feet now housing Federal offices and other office uses. It was originally constructed for manufacturing uses and was converted to office space after World War II. The building is not of outstanding historic, architectural or cultural significance.

According to a Boston Redevelopment Authority study of the North Station area, two of the largest loft structures in the city are located on

Lovejoy Place adjacent to the Annelex Building and are of a scale comparable to the Annelex Building. Neither of these buildings appears to possess great cultural significance.

The Madison Hotel was constructed in the 1930's and is now vacant. The art deco style of the hotel is unusual for Boston and it is of some architectural importance.

The November 1977 BRA report on the area proposes that the North Station site, now half owned by the city and includes the Station, Boston Garden and the Madison Hotel be redeveloped to attract major trade events to the area.

#### 11. The North End

The North End area of Boston was discussed generally as a possible location for a future Federal office facility. Although this area of the community does contain a number of historically, architecturally and culturally significant properties, its generally small scale, residential nature and remoteness from the downtown commercial life of the city suggest that it may not meet Federal or city objectives for a new Federal office building.

PRELIMINARY FINDINGS AND RECOMMENDATIONS OF THE ADVISORY COUNCIL  
COUNCIL ON HISTORIC PRESERVATION

Based on the information available at this time it is the conclusion of the staff of the Council that there are a number of properties in Boston that meet the test of significance under the Public Buildings Cooperative Use Act and which appear to be available for possible Federal acquisition and use. Further, these properties may substantially meet or may be supplemented to meet the space requirements of the Federal government while retaining their architectural, cultural or historic significance.

In fact the opportunities for creative employment of the Cooperative Use Act in Boston abound. The City is already noted nationwide for its preservation of elements of our past and integration of those elements in the working life of a modern city. The pamphlet "Urban Architecture" published for the Bicentennial, states this feature of the community well:

"Boston is made up of three hundred years of architecture, some of it the best of its age. Unlike other American cities, Boston has not abolished its past. New Building thrives amidst the gentler scale of historic neighborhoods and monuments. And many of the city's newer buildings are designed to deliberately complement their older neighbors...Older buildings which have outlived their original purpose are being restored for fresh new uses.. There have been calamities and mistakes along the way: great fires, crass commercialism, overzealous renewal programs, the slashing of massive and often obsolete highways through the city. But the vigorous architectural spirit of the city has survived and much of Boston is still scaled for people."

The new Federal facility proposed by GSA can continue this enlightened pattern of development. This proposed Federal office building would be major Federal investment in the downtown, and it would be fitting if this investment mirrored

the scale and sensibilities of the community. It is fortunate that the Public Buildings Cooperative Use Act makes that not just possible but a priority for GSA.

It is not surprising that a survey of the significant resources of central Boston indicates that no single historic building or even a combination of buildings in reasonably close proximity one to another can provide the complete amount of space required by GSA to consolidate Federal activities in the Boston area. Government space needs have grown over the years, and investment in Government-owned facilities in the area has been deferred. The result is a space requirement that is large and unwieldy and, on its face, incompatible with the preservation of older, smaller structures.

It is the finding of this preliminary investigation, however, that this incompatibility in scale can be rectified, consistent with the historic features of buildings to be preserved and with the basic GSA mission to provide efficient and economical office space for Federal agencies.

All of the proposals suggested in this report would provide for a combination of renovation and new construction.

Such an approach, admittedly, requires great care and sensitivity. It may require some premium in the utilization of space or in the cost of construction. It does require flexibility in programming and cooperation between Federal agencies.

Many developers and owners of property in Boston have demonstrated through their projects that it is possible to preserve a part of the past while making

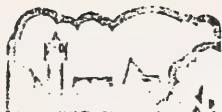
a contribution to the modern community. It is appropriate that the Federal government, a permanent participant in the life of the City of Boston, should be one of their number.

It is the sole recommendation of this preliminary proposal that GSA and Council staff meet to discuss the data and concepts presented herein, and to identify the data and analyses required in order for GSA to reach a final decision on the nature of a new Federal facility in Boston.





K. REQUEST FOR DETERMINATION OF ELIGIBILITY: COMMENTS OF STATE  
HISTORIC PRESERVATION OFFICER



COMMONWEALTH OF MASSACHUSETTS

MASSACHUSETTS  
HISTORICAL  
COMMISSION

COMMONWEALTH OF MASSACHUSETTS  
Office of the Secretary of State

294 Washington Street  
Boston, Massachusetts  
02108  
617-727-8470

MICHAEL JOSEPH CONNOLLY  
Secretary of State

August 15, 1979

Ms. Beverly L. James, Director  
Operational Planning Staff  
Regional Historic Preservation Officer  
Public Buildings Service  
GSA Region 1  
John W. McCormack Post Office and Court House

RE: Request for Determination of Eligibility, New Federal Office Building,  
Boston

Dear Ms. James:

I have reviewed the materials you have prepared regarding the eligibility for listing in the National Register of Historic Places for structures on three sites now under consideration. I also had an opportunity to discuss your findings and my recommendations with the State Review Board at their August 8th regular meeting.

I agree with your finding that there are no structures eligible for listing in the National Register of Historic Places on Site A. The parking garage is beyond consideration and the Washington-Essex Building, while it does retain some historical and architectural interest, its significance is not of sufficient merit to warrant listing in the National Register. Development on this site would have an effect on the contiguous Washington Street Theatre District and would require review in compliance with 36 CFR 800.

I object to your findings on Site K. While the buildings facing upon Tremont Street may be of varying degrees of significance, this area is an integral part of the historic Piano Row District identified by this office and the Boston Landmarks Commission. This district, recognized for its concentration of properties associated with theatre and music industries in Boston and the United States, is also significant for its singular and unique examples of architectural styles. Despite its architectural diversity and the landmark quality of many of its structures, this area is distinguished by its remarkable cohesiveness and compatibility in scale, massing, and materials. Additionally, it documents the historical development of the City, while representing a particular phase of its commerce and arts. I have enclosed the Area Survey Form for this district which outlines its significance in more detail. In my opinion, this District meets the criteria for listing in the National Register.


Page Two  
August 15, 1979  
Ms. James:

I concur with your findings for Site L with one exception. In my opinion, 110 Bedford Street does not retain its architectural integrity and does not warrant inclusion in the potential historic district. The Bedford Building has already been nominated to the National Register of Historic Places by this office. 100 Bedford Street is a remarkable architectural work and warrants listing for this significance. The four Summer Street buildings, related by the quality and compatability of their architecture and historical use, in my opinion meet the criteria for listing as an historic district. The parking garages do not warrant consideration and I agree that the Kingston Street area requires further investigation.

I was impressed by the thoroughness of the research and documentation in this report, although in all instances the report was hampered by restricting it only to the boundaries of the sites. Our disagreement about the Piano Row District and the admitted need for further research on Kingston Street are evidence of this problem.

If you should have any questions, please contact Christie Boulding, Survey Director, or Valerie Talmage, Review Director.

Sincerely,



Patricia L. Weslowski  
State Historic Preservation Officer  
Executive Director  
Massachusetts Historical Commission

PLW/ej

cc: Boston Landmarks  
Keeper of the Register, OAHF

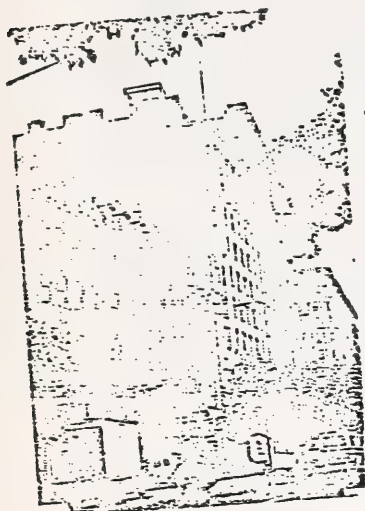
# FORM A - AREA SURVEY

MASSACHUSETTS HISTORICAL COMMISSION  
Office of the Secretary, State House, Boston

Form numbers in this area Area no.

TH-12 to TH-40

C



1. Town Boston (CED-Theatre)

Name of area (if any) Piano Row

3. General date or period late 19th and early 20th century

4. Is area uniform (explain):

in style? no (turn-of-the-century style)

yes (well-

in condition? maintained

yes (private)

in type of ownership? A

no (residential)

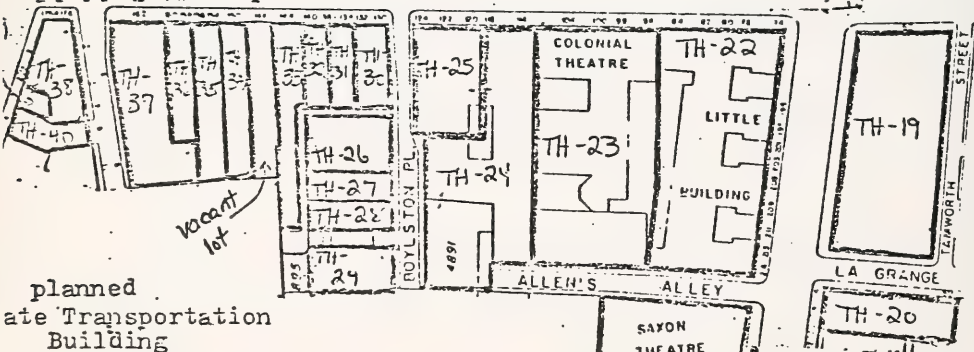
in use? (commercial/

institutional

general map of the area involved. Indicate  
ports are completed on Forms B thru F, us

Indicate with an "x" existing houses not inventoried on Form B.

BOSTON COMMON



DO NOT WRITE IN THIS SPACE  
USGS Quadrant

MHC Photo no.

6. Recorded

Pamela Fox

Organization Boston Landmarks Commi

Date June, 1979



7. Historical data. Explain the historical/architectural importance of this area.

8. Bibliography and/or references such as local histories, deeds, assessor's records, early maps, etc.

Ayers, Christine M. Contributions to the Art of Music in America by the Music Industries of Boston, 1640-1936 (New York) 1937 .

Smith, Nancy A, "Pianoforte Manufacturing in Nineteenth-Century Boston," Old Time New England, the Bulletin of the Society for the Preservation of New England Antiquities, Vol. LXIX, No 1-2, 1978.

Whitchill, Walter M., The Neighborhood of the Tavern Club (Bostonian Society, Boston) 1971.

## Piano Row Area Form

The Piano Row district is composed of 29 buildings, generally late 19th and early 20th century in date and commercial in use, located where the major arteries of Tremont and Boylston Streets intersect at a corner of the Boston Common. The area achieved its greatest significance during the period 1890-1930, when it was a favored location for piano dealers and music-related industries, along with major hotels, institutions and theatres. The area includes distinctive structures by prominent architects grouped in an ensemble which frames the Boston Common.

The district developed in the early 19th century as a residential neighborhood of brick rowhouses, two of which survive at 4 and 5-6 Boylston Place (TH-28 and TH-29). After mid-century the area became increasingly commercial. A dominant ground floor use was piano showrooms, which were concentrated along the block of Tremont between West and Boylston Streets in the 1870's and 1880's and later migrated to the block of Boylston between Tremont Street and Park Square. Both these blocks have been popularly nicknamed "Piano Row". (See Section D, part 3).

The most significant buildings built for music companies were the Steinert Building of 1896 (TH-37), which included an acoustically fine concert hall, and the Oliver Ditson Building of 1917 (TH-16), headquarters for one of the nation's oldest and largest music publishing firms. The following buildings also housed one or more piano or organ dealers during the late 19th or early 20th century: The Evans House (TH-13), Tremont Theatre (TH-14), Masonic Temple (TH-18), Colonial Building (TH-23), Walker Buildings (TH-24 and TH-25), Tucker Building (TH-30), 136 Boylston Street (TH-31), 138-140 Boylston Street (TH-32), 144 Boylston Street (TH-33), 154-156 Boylston Street (TH-35), Vose Building (TH-36), and Steinert Building (TH-37).

Other commercial uses in the area included hotels, offices and theatres. The 1898 Touraine (TH-19) was a first class hotel which featured a 4,000-volume library. The 1917 Little Building (TH-22) was called by

Walter Whitehill "the most glamorous office building of the era of World War I." Nearby are three important early theatres: the Tremont of 1889 (TH-14), the Colonial of 1900 (TH-23) and the Majestic of 1903 (TH-21). (See Section D, part 2).

A number of institutions also settled in the area after the mid-19th century, including the first building for the Boston Public Library (since demolished). The present Masonic Temple of 1899 (TH-18) is the third on the site to be used as headquarters for the Grand Lodge of Massachusetts, oldest in America. A smaller secret society, the Odd Fellows, built the Ancient Landmark Lodge in 1888 (TH-27). The Tavern Club, a proper Bostonian men's dining group with a distinguished membership including men like Charles Elliot Norton and William Dean Howells, has been occupying the Federal house at 4 Boylston Place (TH-28) since 1887.

The Piano Row area is also notable as the location of the first "French Flat" or apartment building on the East Coast, the Hotel Pelham of 1857, which stood where the Little Building is today. Across from it stood the equally renowned Hotel Boylston, also demolished. The only residential building of this type to remain in the area is the Evans House of 1860 (TH-13).

The buildings along Piano Row are of high architectural quality and include fine examples by the two major turn-of-the-century firms: Winslow and Wetherell (later Winslow and Bigelow) and Clarence H. Blackall of Blackall, Clapp and Whittemore. Works by the former include the Steinert Building (TH-37), Walker Buildings (TH-23 and TH-24) and Hotel Touraine (TH-19), while Blackall's work in the area includes the Colonial Building and Theatre (TH-23) and the Little Building (TH-22). Each of these designs was published in the literature and admired for style and technological innovation.

The area's three theatres are all architecturally significant. If the Tremont's stone Mansard facade (TH-14) could be restored, it would

represent the oldest theatre facade in the city. The exquisite Colonial (TH-23) is the city's oldest intact theatre interior, and the monumental Majestic (TH-21) features a unique terra cotta facade and Beau Arts interior by distinguished architect John Galen Howard.

The area's early steel frame skyscrapers are also notable, including the Hotel Touraine (TH-19), Little Building (TH-22) and Masonic Temple (TH-18) which together create a city focal point at the intersection of Boylston and Tremont Streets. Other important examples of this building style are the Renaissance Revival Oliver Ditson Building of 1917 (TH-16) by nationally prominent architect C. Howard Walker and the Moderne Boston Edison Building of 1931 (TH-17) by Bigelow, Wadsworth, Hubbard and Smith, one of the area's best examples of the Moderne style.

Piano Row also includes the survey area's best--and sometimes only--examples of particular styles including Federal and Italianate brick rowhouses (TH-28 and TH-29),<sup>and a</sup> French Academic brownstone (TH-13), Panel Brick office building (TH-38), and Queen Anne institutional building (TH-27).

Area C: Piano Row District

Acreage: 4.28 acres

UTM Reference #: 19/329900/4690740

Boundary Justification: The part of the district west of Tremont Street takes in every building on the block which is not being demolished to make way for the planned State Transportation Building. East of Tremont Street, the district <sup>includes buildings facing Tremont and is</sup> bounded on the south by the Union-Warren Savings Bank, the last of the 8-10 story early skyscrapers which define the Tremont/Boylston intersection. To the north, the district stops at Avery Street because the next block does not have the same architectural and historical interest and visual integrity.

List of Buildings: (all considered contributing)

- TH-12     28-30 Avery Street - (1914 facade on 1874 4-story brick commercial building by B.F. Dwight) Contributes to scale of street.
- TH-13     174-175 Tremont Street - (Evans House) (1859-60 with addition 1866-69) 5-story French Academic brownstone with copper mansard, one of the city's early residential hotels.
- TH-14     176 Tremont Street - (Astor/Tremont Theatre) (1889-J.B. McElmerrick & Son) 4-story stone Mansard obscured by 1948 "modern" sheathing; also 1914 Avery Street facade with Beaux Arts entrance bay; one of two remaining 19th century Boston theatres.
- TH-15     177 Tremont Street (c. 1928-1935) 5-story cast stone Classical Revival commercial building with good free classic detailing.
- TH-16     173-179 Tremont Street - (Oliver Ditson Building) (1917-C. Howard Walker and Townsend, Steinle & Haskell) 10-story marble Renaissance Revival office building built for the Oliver Ditson music publishing company.



- TH-17     180-182 Tremont Street - (Boston Edison) (1931-Bigelow, Wadsworth, Hubbard & Smith) 14-story limestone Moderne office building for Boston Edison Company.
- TH-18     183-186 Tremont Street - (Masonic Temple) (1899-Loring & Phipps) 9-story granite Renaissance Revival institution on corner site; third Masonic temple on the site and headquarters for first Masonic Lodge in America.
- TH-19     62 Boylston Street - (Hotel Touraine) (1898-Winslow and Wetherell) 11-story brick and limestone Jacobethan early skyscraper originally a luxury hotel.
- TH-20     216-218 Tremont Street - (Union Savings Bank) (1925, Thomas M. James Company) 9-story limestone Renaissance Revival bank building.
- TH-21     219-221 Tremont Street - (Saxon/Majestic Theatre) (1903, John Galen Howard & James M. Wood) 5-story grey terra cotta Beaux Arts theatre built for merchant and music patron Eben Jordan.
- TH-22     74-94 Boylston Street - (Little Building) (1917, Blackall, Clapp & Whittemore) 12-story cast stone Modern Gothic office building with interior arcade.
- TH-23     96-106 Boylston Street - (Colonial Building and Colonial Theatre) (1900-C.H. Blackall) 10-story granite Renaissance Revival office building also housing fine baroque theatre interior, earliest in Boston to survive intact.
- TH-24     114-116 Boylston Street - (Walker Building) (1891-1893, Winslow & Wetherell) 6-story sandstone Renaissance Revival/Commercial Style office building once housing large dental supply company and several major piano companies.

- TH-25     120-124 Boylston Street - (Walker Building Addition) (1901, Winslow & Bigelow) 10-story sandstone Renaissance Revival/Commercial Style addition to 114-116 Boylston Street, also housed piano companies and other businesses.
- TH-26     1-2 Boylston Place - (c. 1920) 4-story brick rear addition to 130-132 Boylston Street probably used as restaurant.
- TH-27     3 Boylston Place - (Ancient Landmark Building) (1888) 4-story brick Queen Anne/Romanesque Revival structure built as a meeting lodge for the Independent Order of Odd Fellows.
- TH-28     4 Boylston Place - (c. 1820) 3-story brick Federal rowhouse serving since 1887 as the home of the Tavern Club, a dining club for socially prominent Boston men of letters.
- TH-29     5-6 Boylston Place - (1844) 3½-story brick Italianate double house.
- TH-30     130-132 Boylston Street - (Tucker or Ginter Building) (c. 1883-1890) 6-story brick Victorian Commercial Style building.
- TH-31     134-136 Boylston Street - (1890-1895) 4-story brick Queen Anne commercial building.
- TH-32     138-140 Boylston Street - (S.S. White Dental Company Building) (1897-Winslow & Wetherell) 7-story brick and stone Renaissance Revival commercial building built for large manufacturer of dental supplies.
- TH-33     144 Boylston Street - (c. 1815-20) 3½-story brick Federal rowhouse altered on first two floors.
- TH-34     150 Boylston Street - (1883-1890) 4-story brick Queen Anne commercial building.

- TH-35     154-156 Boylston Street - (1925, Little & Russell) 6-story cast stone Classical Revival commercial building.
- TH-36     158-160 Boylston Street - (Vose Building) (1899) 4-story tan brick Renaissance Revival structure built for the Vose Piano Company.
- TH-37     162 Boylston Street - (Steinert Building and Steinert Hall) (1896, Winslow & Wetherell) 6-story tan brick, limestone and terra cotta Beaux Arts/Commercial Style building still in its original use as the piano showrooms and national headquarters for M. Steinert & Sons; building houses acoustically fine concert hall no longer in use.
- TH-38     2 Park Square - (1889-Snell & Gregorson) 7-story Panel Brick commercial building.
- TH-39     3 Park Square - (1890-95) 5-story brick Romanesque Revival commercial building.
- TH-40     4 Park Square - (1890-95) 6-story brick Renaissance Revival commercial building.

I. REQUEST FOR DETERMINATION OF ELIGIBILITY: CONSERVATOR'S  
REPORT SUMMARY



August 17, 1979

Mr. Charles A. Harrington  
Acting Keeper of the National Register  
of Historic Places  
Office of Archeology and Historic Preservation  
Heritage Conservation and Recreation Service  
Department of Interior  
Washington, D. C. 20243

re: Proposed New  
Federal Office  
Bldg., Boston,  
Massachusetts

Dear Mr. Harrington:

Enclosed is a report prepared by Building Conservation Technology, Inc. under contract with Region I of the General Services Administration regarding the eligibility for listing in the National Register of Historic Places of 27 structures on the three sites under consideration for construction of the subject facility. In accordance with Part 63.2 of Chapter 1 of Title 36 of the Code of Federal Regulations, we are requesting that you render determinations of eligibility for these 27 structures as individual buildings. In applying the National Register Criteria for Evaluation to these properties we found none of the three sites to be eligible as historic districts.

We are enclosing a copy of a letter dated August 15, 1979 from the Massachusetts State Historic Preservation Officer setting forth her findings and opinion in the matter.

Your expeditious review and response by September 21, 1979, or earlier if possible, will be most appreciated.

Sincerely,

BEVERLY L. JAMES  
Director, Operational Planning Staff  
Regional Historic Preservation Officer  
Public Buildings Service

Enclosures



REQUEST FOR  
DETERMINATION OF ELIGIBILITY  
TO THE  
NATIONAL REGISTER OF HISTORIC PLACES

BOSTON FEDERAL COMPLEX  
BOSTON, MASSACHUSETTS

VOLUME 1 - SITE A

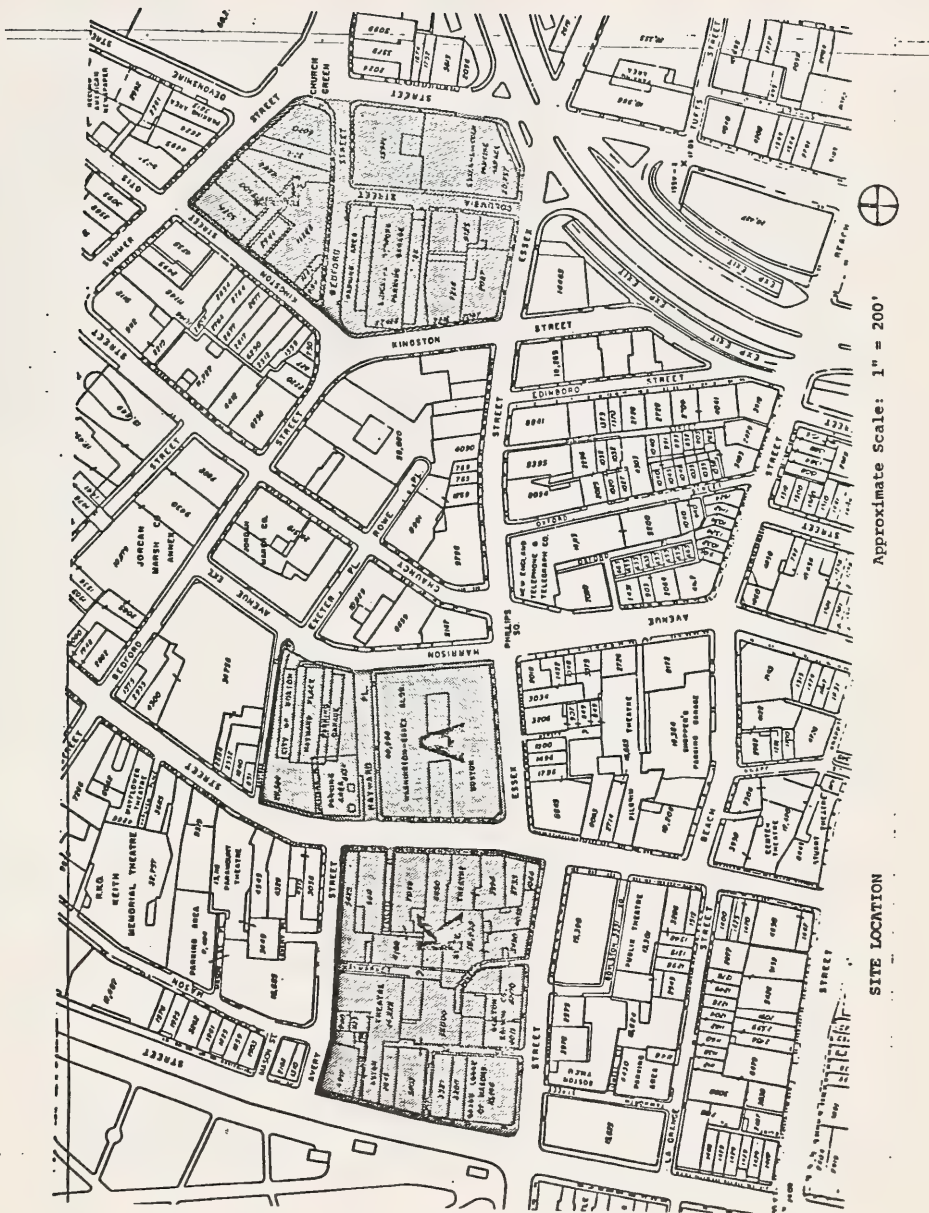
for the  
General Services Administration  
Region 1

July 2, 1979

Building Conservation Technology, Inc.  
1555 Connecticut Avenue, N.W.  
Washington, D.C. 20036  
202-387-8040

## Preface

The following report was prepared by Building Conservation Technology under contract to Region 1 of the General Services Administration, in response to a request for determination of eligibility for structures on three sites currently under consideration for a proposed Federal office building in Boston, Massachusetts. Each of the ~~twenty-seven~~ structures on these sites were ~~-----~~ <sup>Twenty-</sup> analyzed individually, and the accompanying documentation includes an architectural description, statement of significance, photographs and location maps. On site research and report preparation was conducted by: Susan Chin, Pamela W. Hawkes, Mary L. Oehrlein, Sarah M. Sweetser and Mary Jane S. Wells.





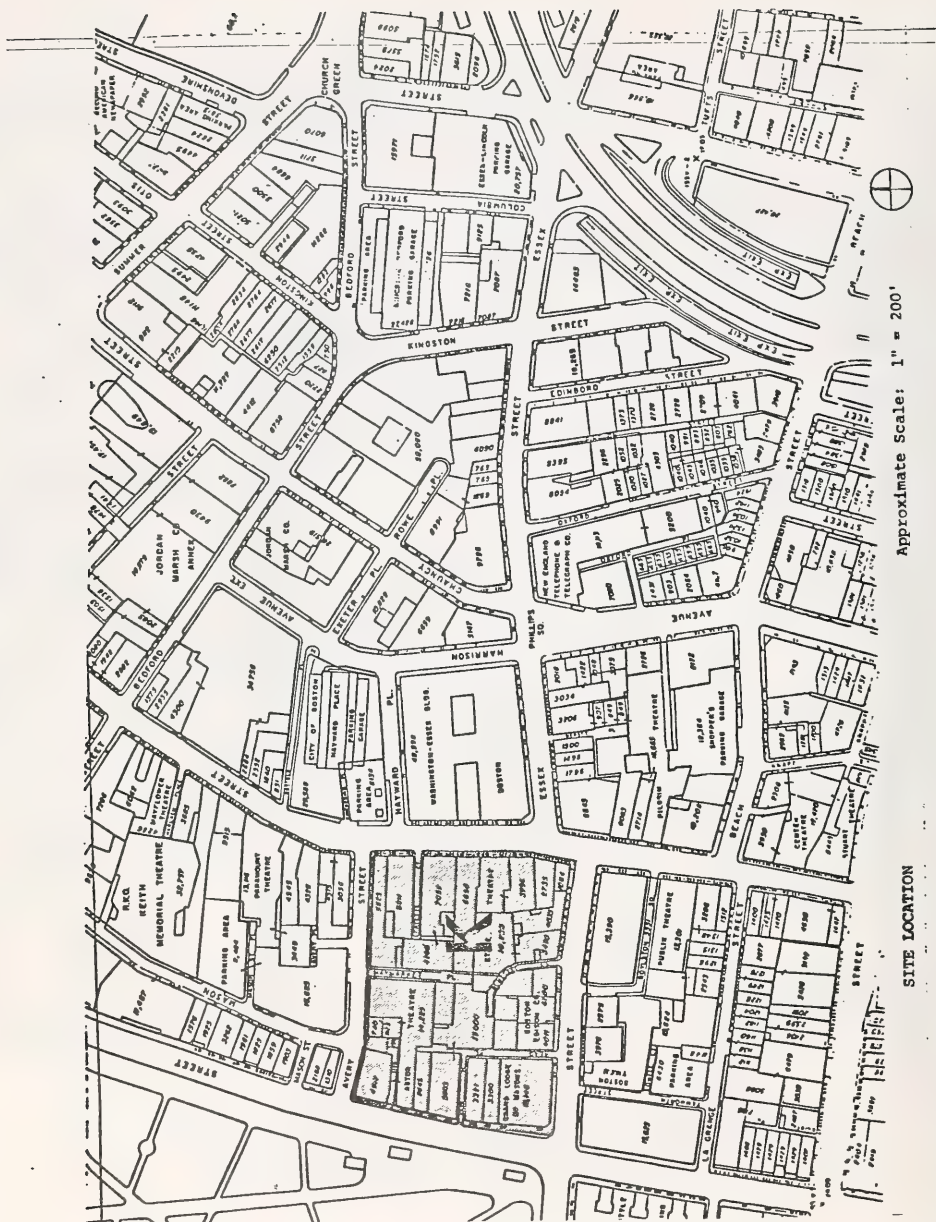
#### Site A: Summary

Of the two structures on Site A, neither is considered eligible for inclusion on the National Register of Historic Places on an individual basis. The Washington-Essex Building, however, is significant as part of the surrounding central business district and theater districts for two reasons: it contains the former Essex Theater, with the partially preserved interior by noted designer Thomas Lamb and its classical detailing and modulated massing provide an important visual link between the block containing the existing Washington Street Theater District (NR-1979) to the north and the late 19th century structures, including the Boylston Building, currently listed on the National Register of Historic Places, directly to the south. The Hayward Place Parking Garage is considered a visual intrusion in relation to the surrounding structures.









## Site K: Summary

Of the <sup>THIRTEEN</sup> ~~fourteen~~ structures on Site K, only one, the Masonic Temple, is considered eligible for individual inclusion on the National Register of Historic Places. All of the structures, however, form a visually coherent ensemble which documents the development of the area from an early 19th century residential neighborhood to the center of Boston's late 19th century artistic industries to the heart of Boston's 20th century commercial district.

The Italianate Evans House at 174-175 Tremont Street, the oldest structure on the block, recalls the era when Tremont Street was lined with elegant townhouses. The loft buildings at 597 Washington Street, 605 Washington Street and 10 Haymarket Place represent the piano-making firms which took over the block after the Civil War and their use of various forms of typical late 19th century industrial construction. Approximately twenty different piano and organ manufacturing firms claimed addresses on the block from the 1830's to the twentieth century, one of the largest being the Henry F. Miller Company, which leased 605 Washington Street in the 1880's. A parallel evolution occurred in the music publishing field, symbolized on Site K by the 1917 marble headquarters of the Oliver Ditson Company, once the country's largest publisher at 178-179 Tremont Street. Adjacent office buildings at 180-181 Tremont and 39 Boylston Streets mark the growth of the Boston Edison Company, whose first generating station was located in the center of the block. The Edison Company's location here lies in its position at the center of the Boston theater district and the presence of the only remaining 19th century theaters in Boston, the Tremont (Astor) Theater at 176 Tremont and the Park (State) Theater at 617 Washington Street.

Despite the variety of architectural styles represented, the block is visually unified along both major boundaries. On Tremont Street, the heights and materials change so gradually from the five story brownstone facades of the Evans Building to the nine-story granite facade of the Masonic Temple at the corner of Tremont and Boylston, that visually continuity is preserved. This modulation, as well as the massing and details, is mirrored on Boylston Street from Tremont to West Street, another important element of Boston's "Piano Row." The buildings along Washington Street, predominantly four to six stories high and as wide as they are high, repeat the massing, materials and street rhythms set up by the commercial and theatrical blocks to both north and south.

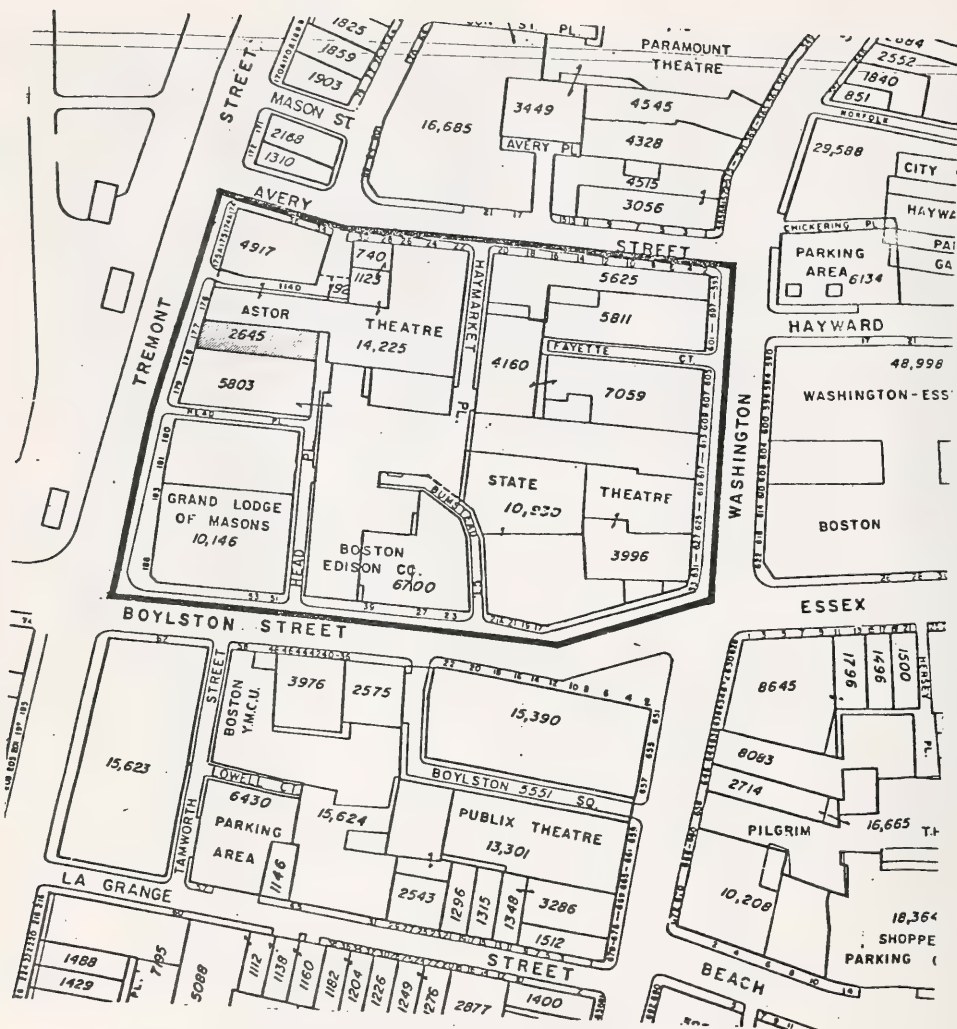
The block is currently being surveyed by the Boston Landmarks Commission for inclusion in a multiple resource district. As of this date, the research has been completed but no action has been taken.











# SITE K

APPROXIMATE SCALE: 1" = 100'

HARRY KRAFT BUILDING  
177 Tremont Street  
Boston, Massachusetts







# SITE K

APPROXIMATE SCALE: 1" = 100'

BOSTON EDISON ELECTRIC ILLUMINATING COMPANY

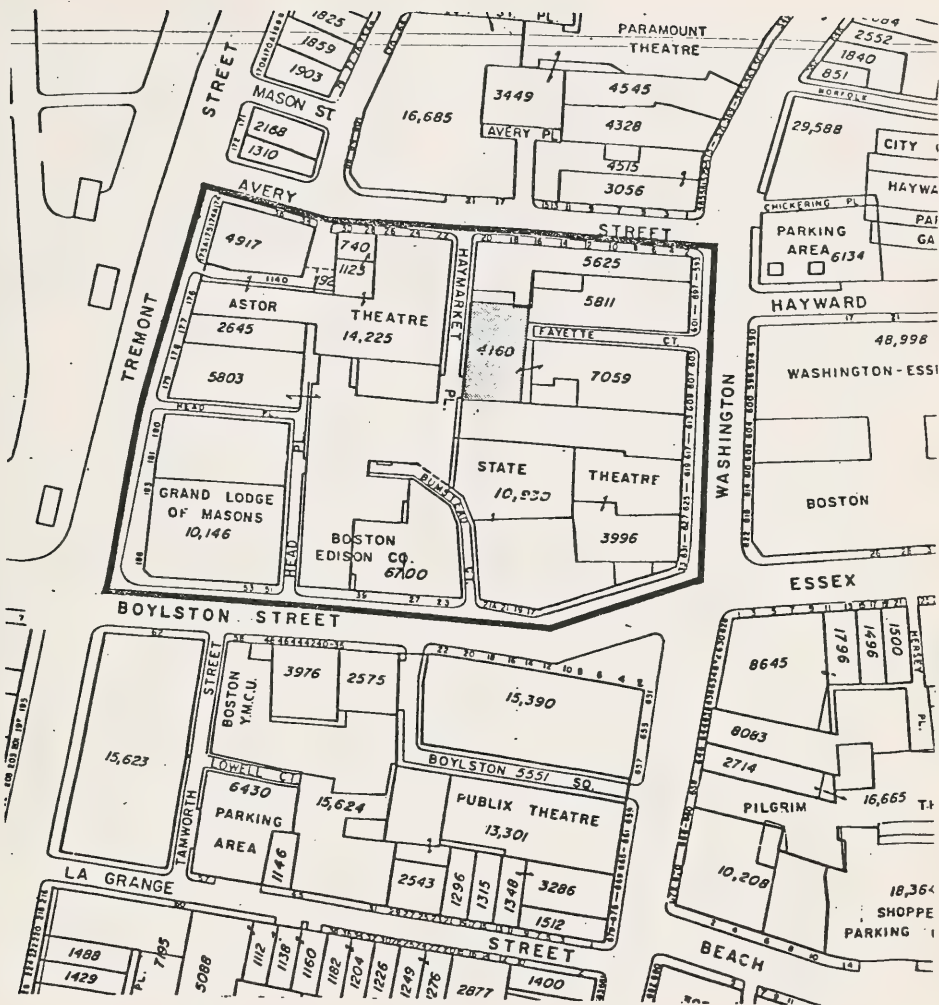
180-182 Tremont Street  
Boston, Massachusetts









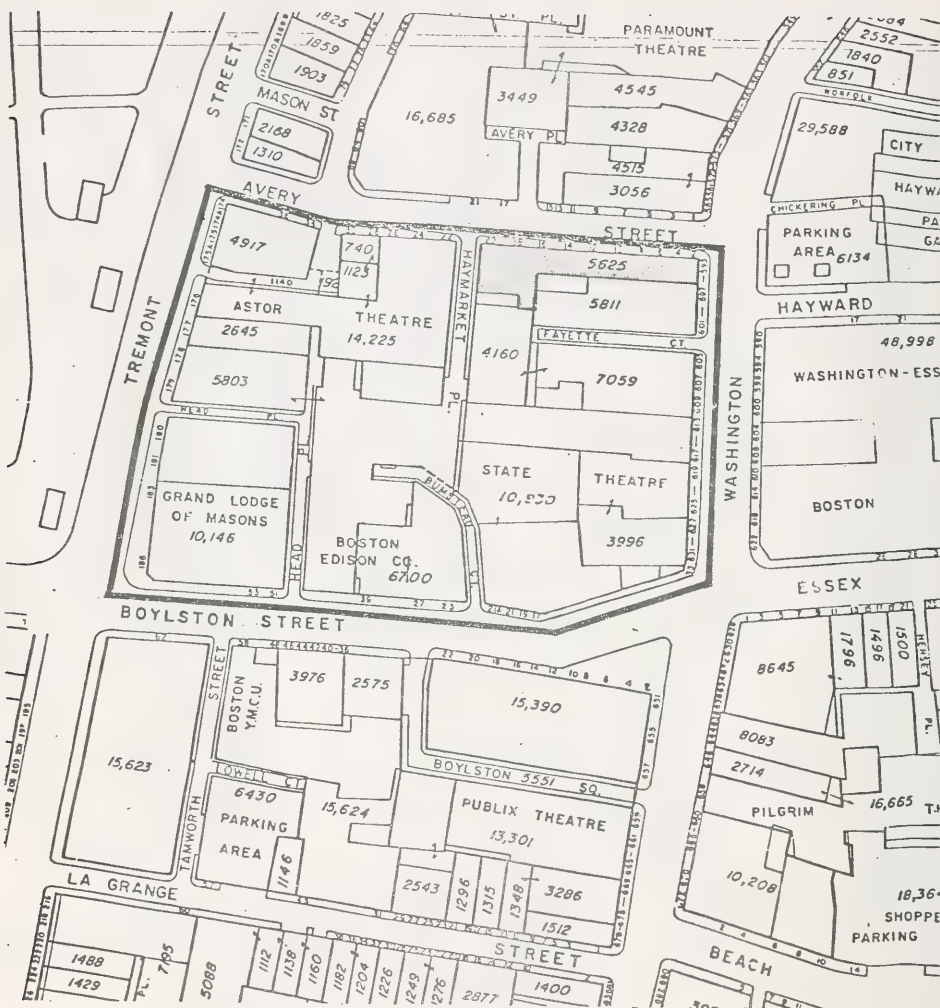


# SITE K

APPROXIMATE SCALE: 1" = 100'

BRYANT LOFT BUILDING  
10 Haymarket Place  
Boston, Massachusetts





# SITE K

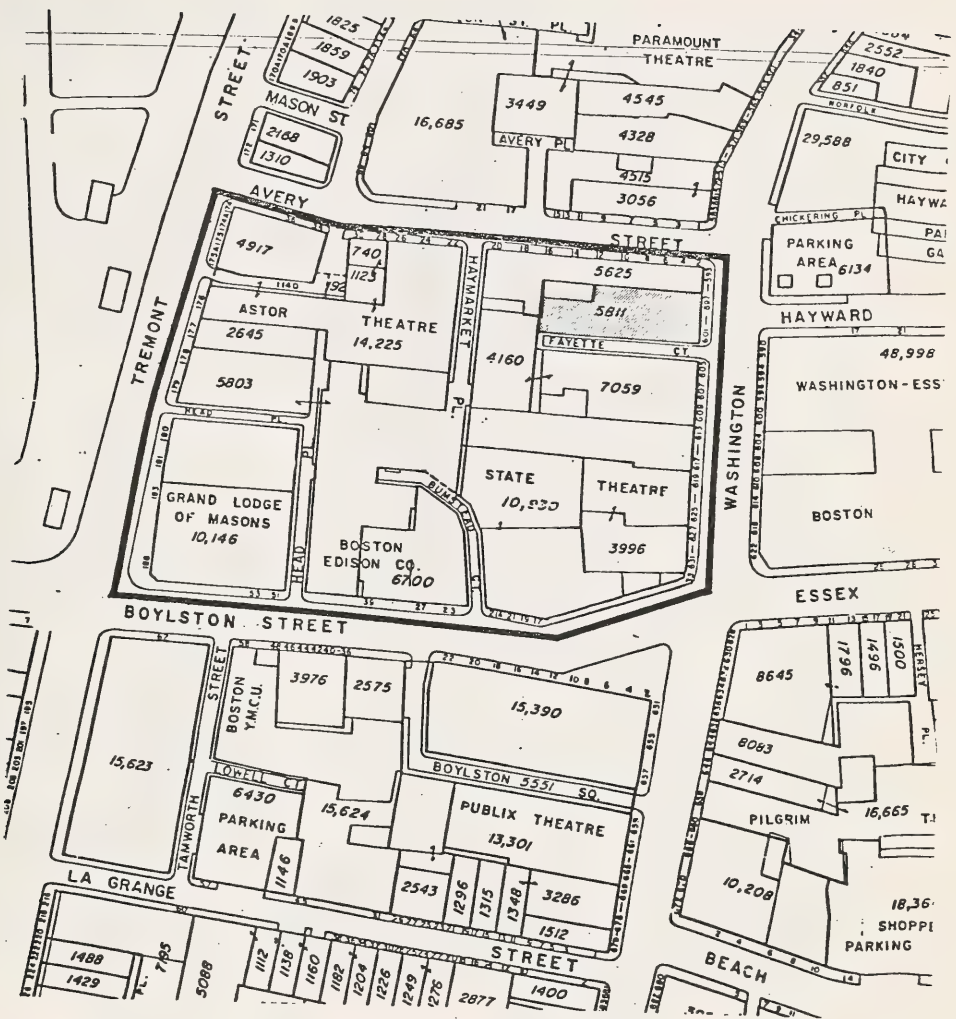
APPROXIMATE SCALE: 1" = 100'

HOTEL AVERY

10 Avery Street

Boston, Massachusetts



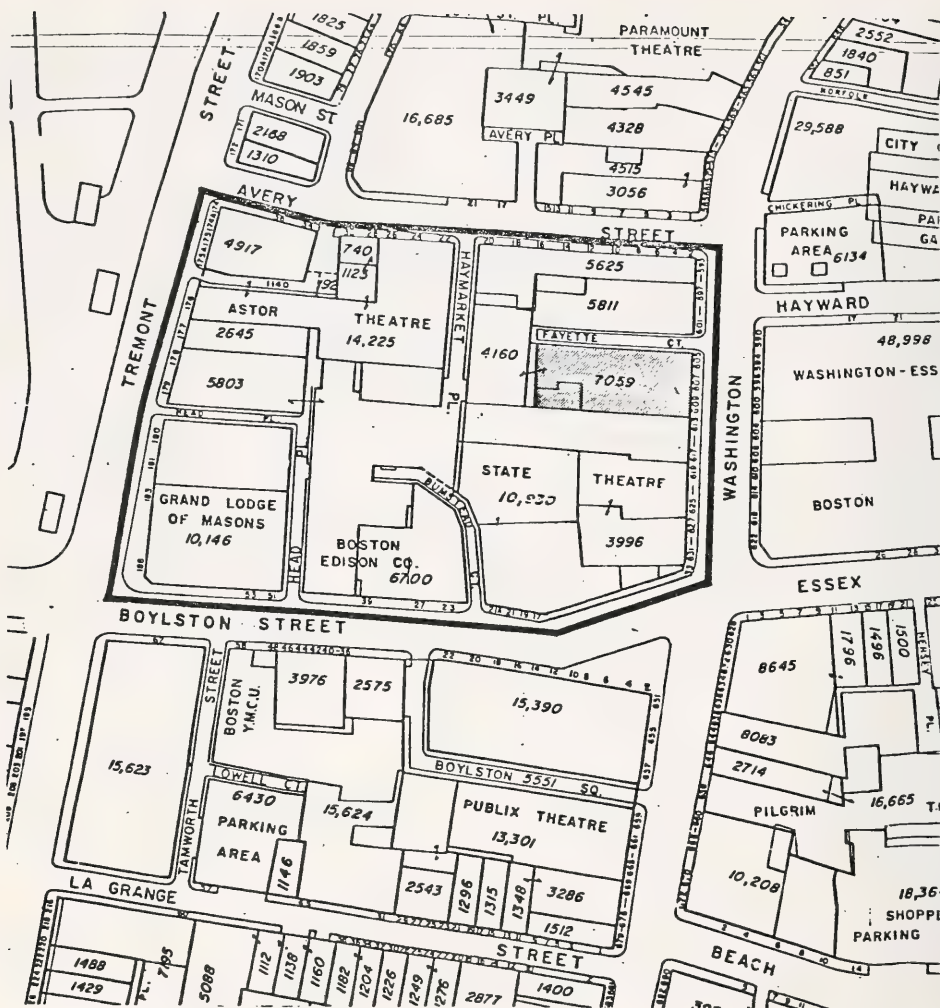


# SITE K

APPROXIMATE SCALE: 1" = 100'

597 Washington Street  
Boston, Massachusetts





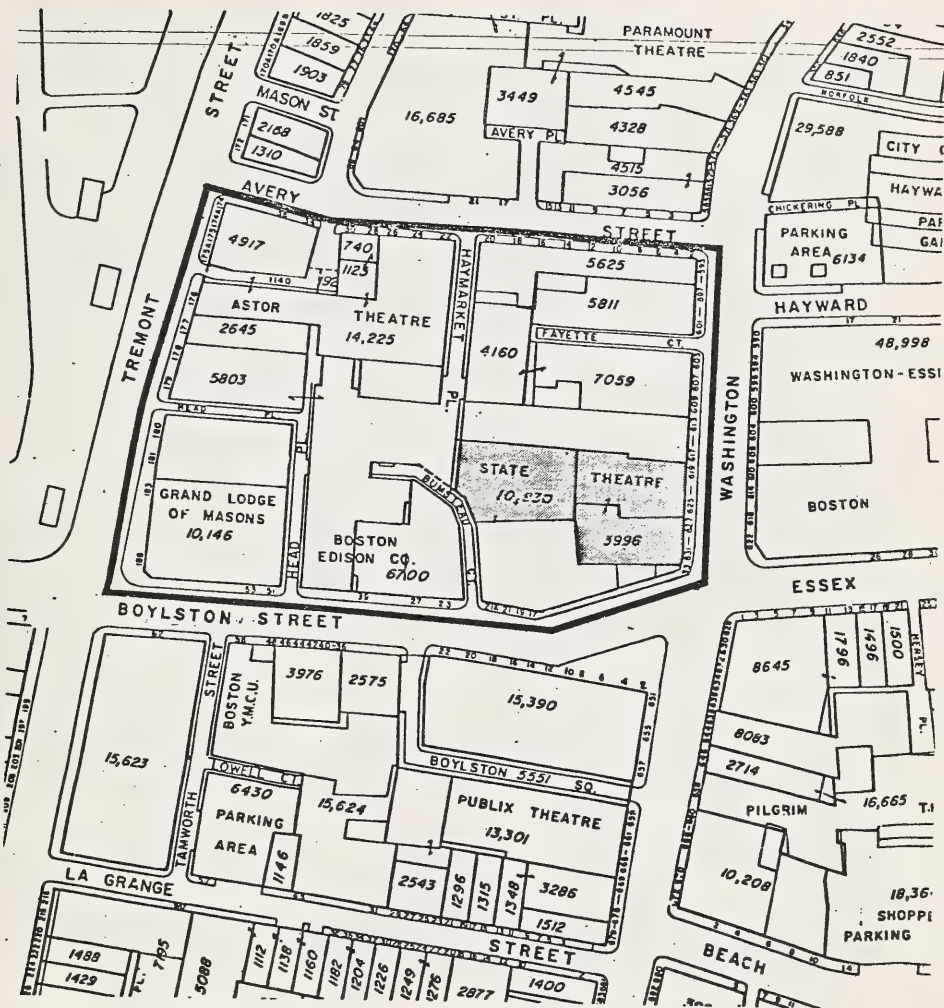
# SITE K

APPROXIMATE SCALE: 1" = 100'

605 Washington Street  
Boston, Massachusetts







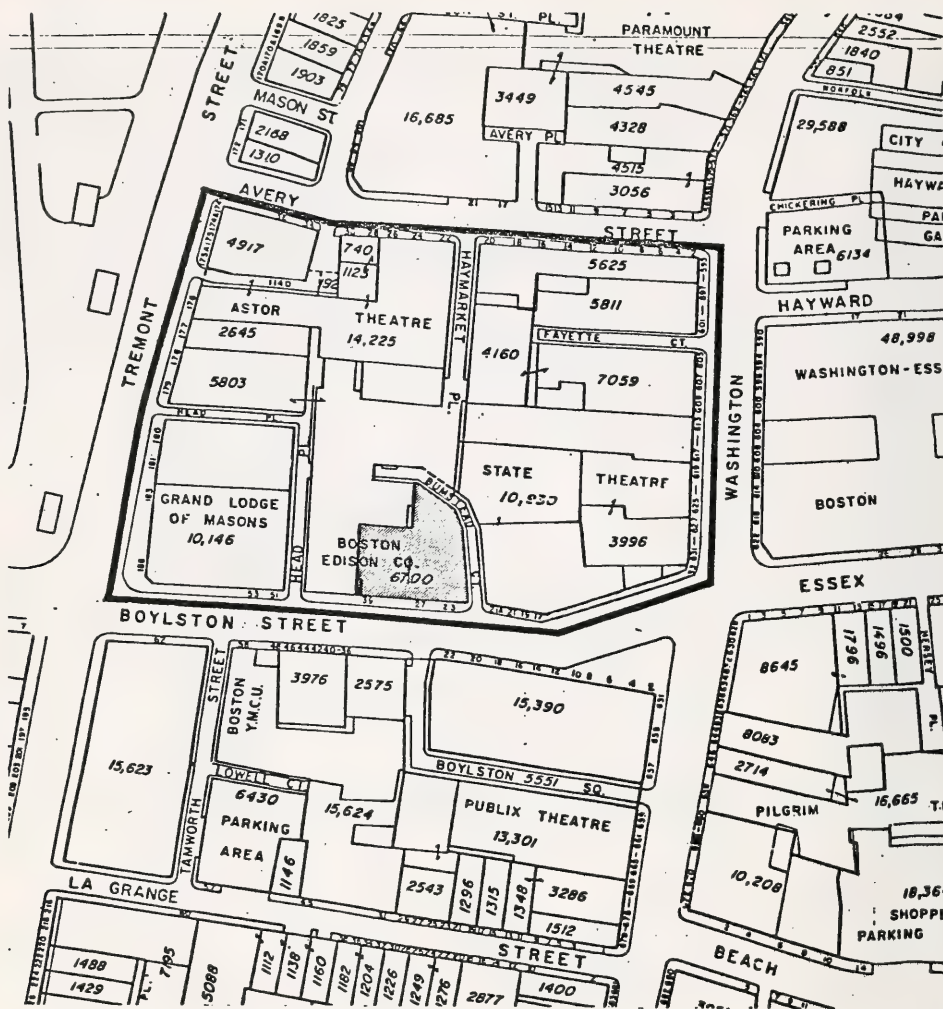
# SITE K

APPROXIMATE SCALE: 1" = 100'

STATE THEATER (Park Theater)

617 Washington Street  
Boston, Massachusetts





# SITE K

APPROXIMATE SCALE: 1" = 100'

39 Boylston Street  
Boston, Massachusetts





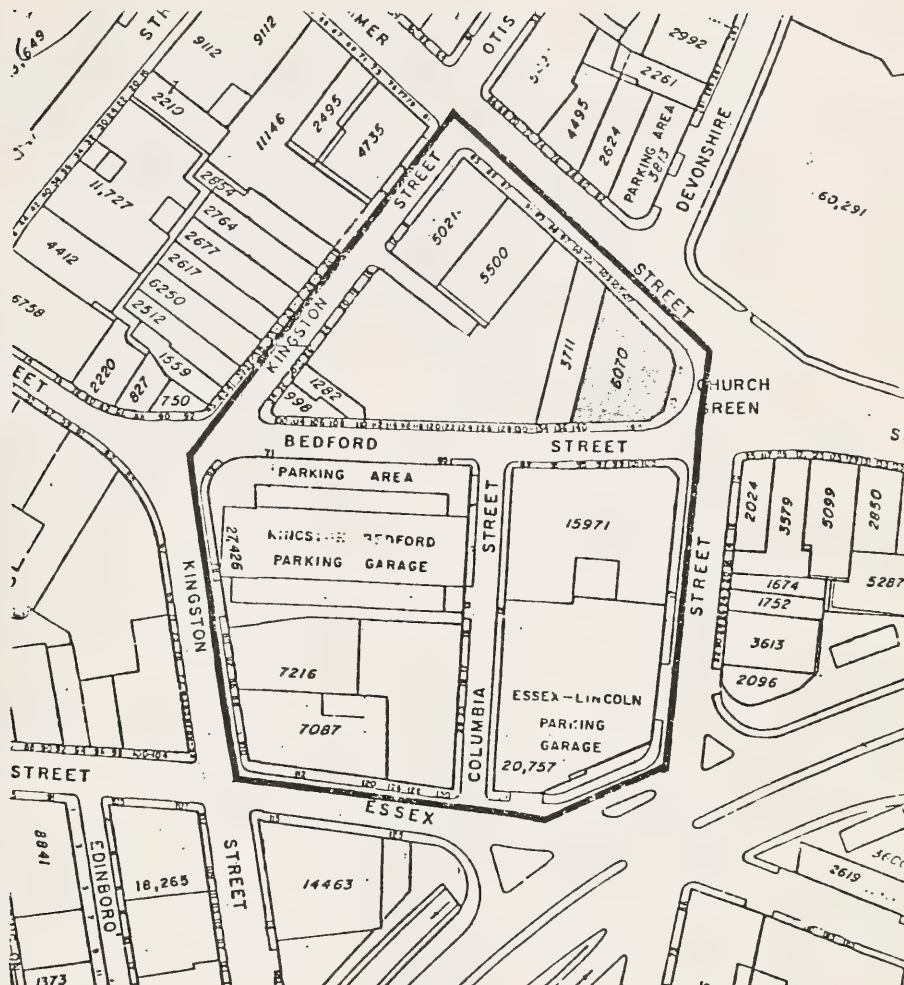
### Site L: Summary

Of the eleven structures located on the three blocks making up Site L, two--the Bedford Building and 100 Bedford Street--appear to meet the criteria for inclusion on the National Register of Historic Places on an individual basis. The nomination of the Bedford Building was processed by the Massachusetts Historical Commission on June 11, 1979. Two other structures, the Kingston-Bedford Parking Garage and the Lincoln-Essex Parking Garage, are not eligible in any category.

Five of the remaining structures appear to be eligible for inclusion on the National Register of Historic Places as a group. These structures-- 87 Summer Street, 93-95 Summer Street, 101 Summer Street, 113 Summer Street and part of 110 Bedford Street--fall within the "Burnt District" reconstructed after the great Boston fire of 1872. The area has traditionally been the center of Boston's dry goods and printing industries and extends from Hawley and Franklin Streets on the northwest to Devonshire, Summer and Bedford Streets on the southeast. Through the repeated use of white marble and granite, Neo-Grec details and a single vertical and horizontal module, the four structures on Site L form a unique visual unit which in turn is tied through massing and materials to the surrounding Victorian blocks.

The buildings at 80 and 88 Kingston Street are separated from this district by a series of vacant lots and parking garages, and by a change in scale and materials resulting from the fact that they were constructed 20 to 25 years later. These buildings belong more properly in the context of the blocks to the west and south along Essex and Kingston Streets, all 5 to 10 story, brick and terra cotta, steel-framed loft buildings. Without further research on the other structures in this area, however, it is impossible to further delineate a potential district.





# SITE L

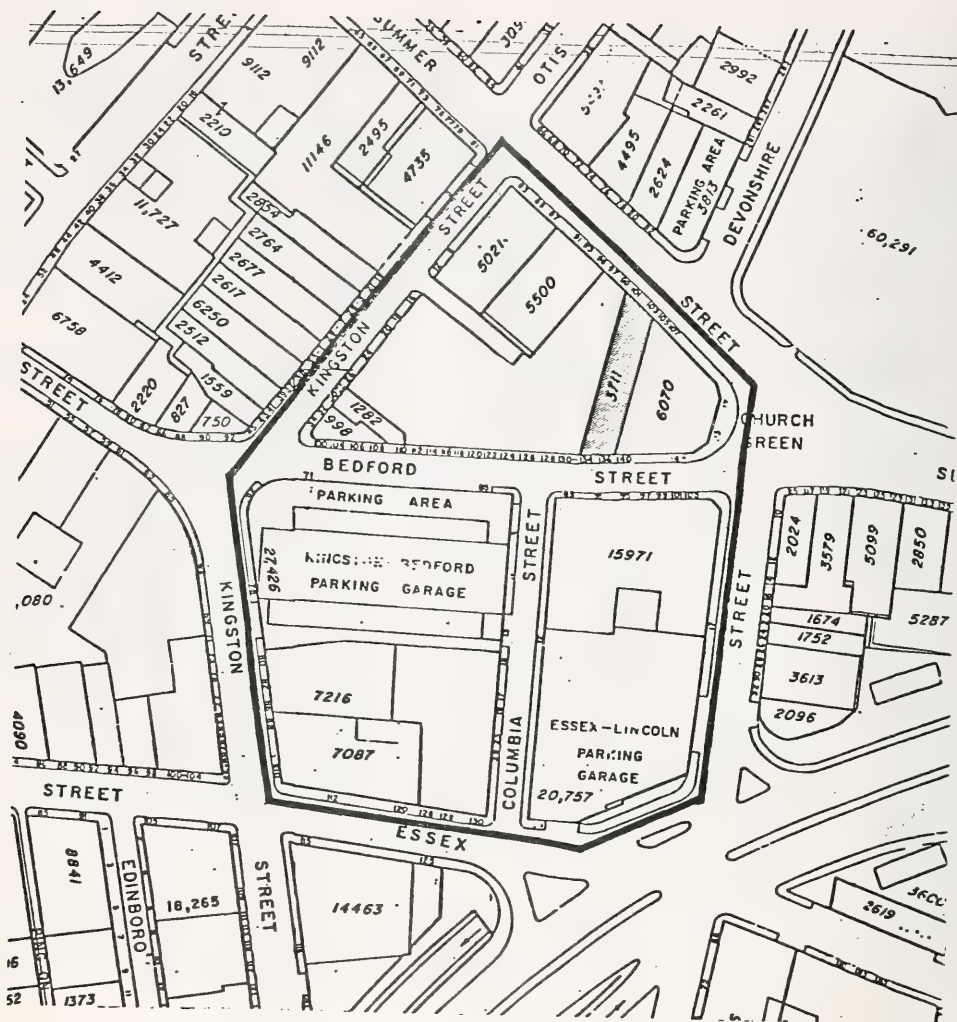
APPROXIMATE SCALE: 1" = 100'

CHURCH GREEN BUILDING

113 Summer Street  
Boston, Massachusetts





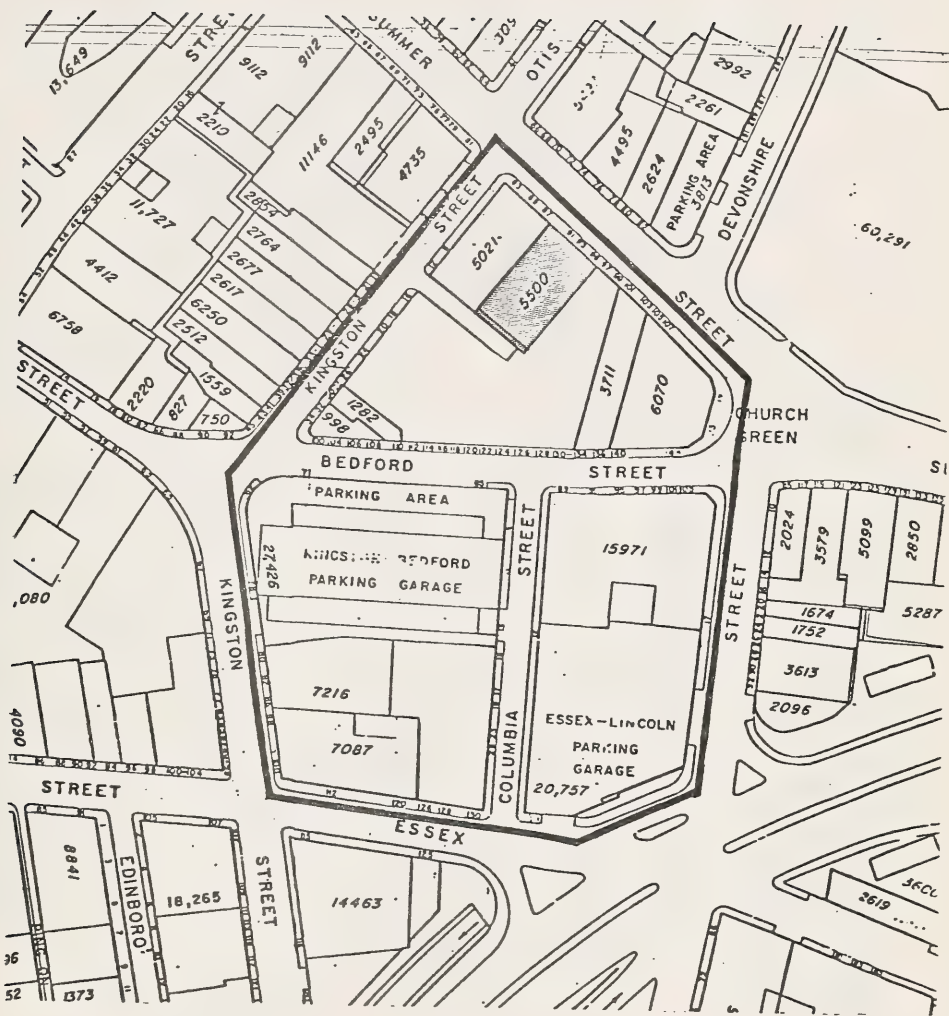


# SITE L

APPROXIMATE SCALE: 1" = 100'

101 Summer Street  
Boston, Massachusetts



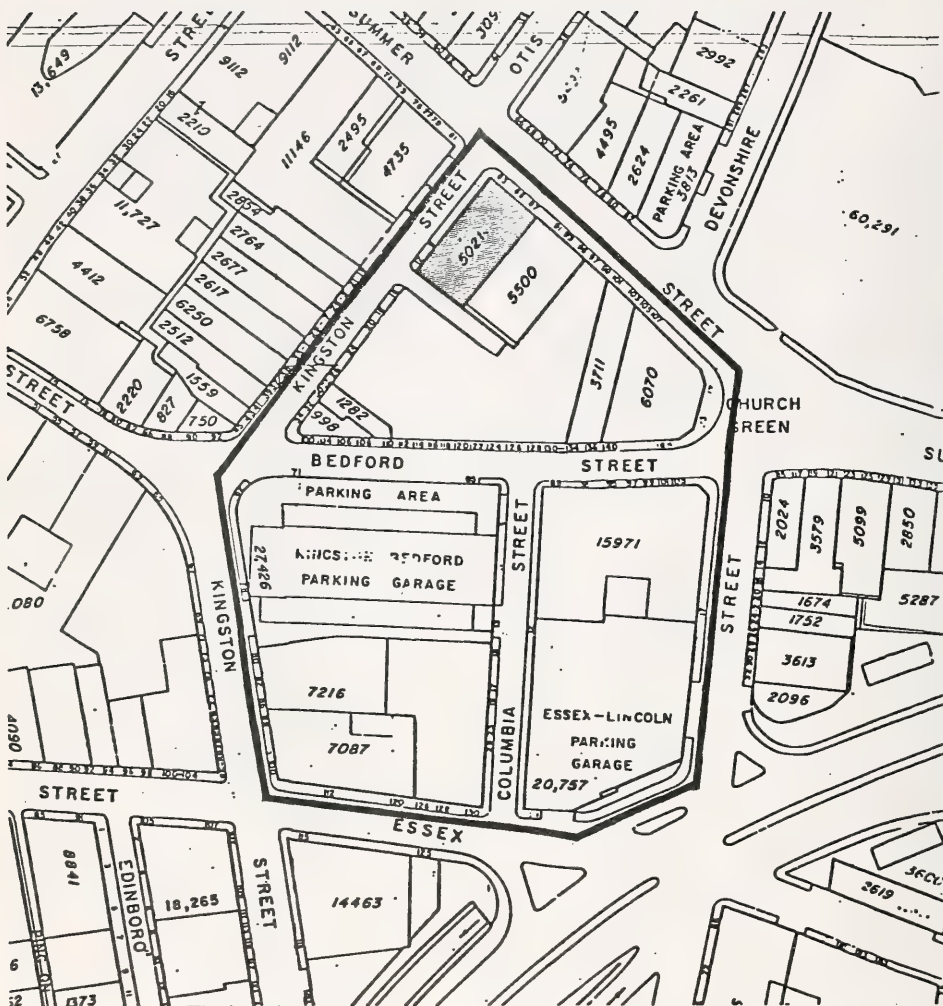


# SITE L

APPROXIMATE SCALE: 1" = 100'

91-95 Summer Street  
Boston, Massachusetts





# SITE L

APPROXIMATE SCALE: 1" = 100'

87 Summer Street  
Boston, Massachusetts





# SITE L

APPROXIMATE SCALE: 1" = 100'

PROCTOR BUILDING

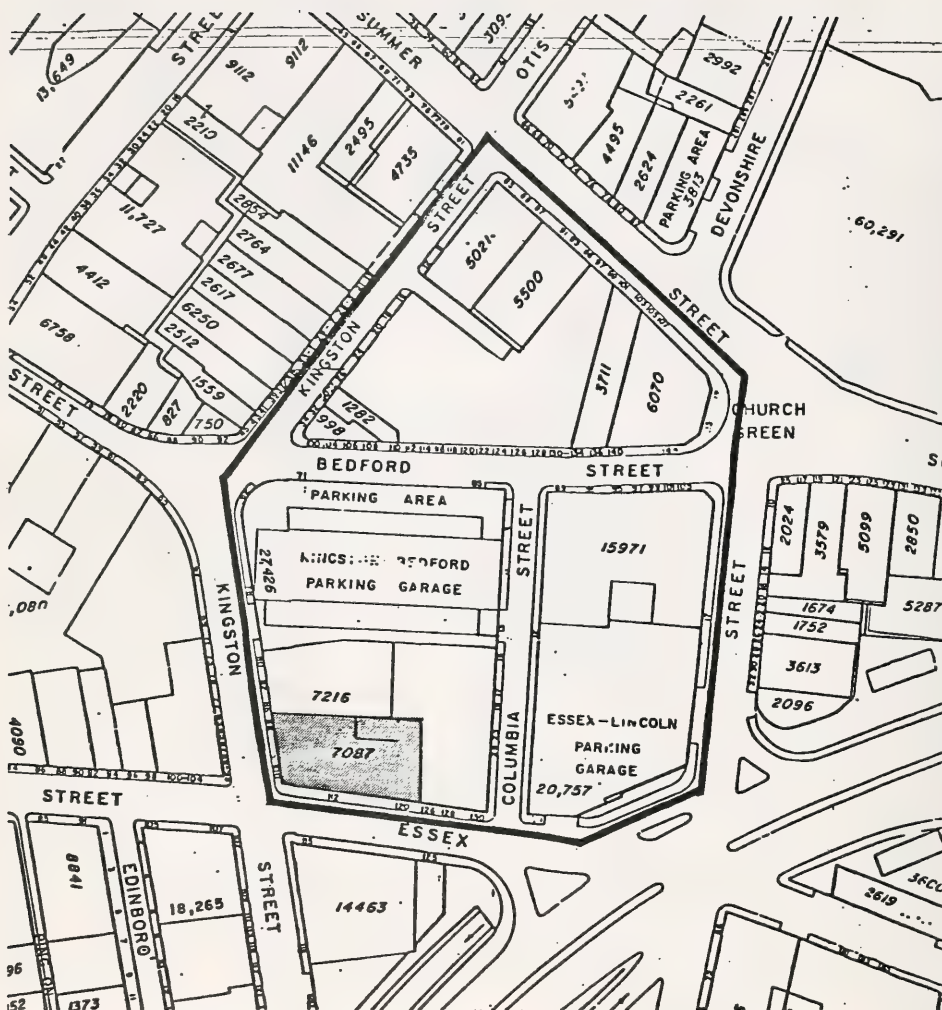
100 Bedford Street  
Boston, Massachusetts









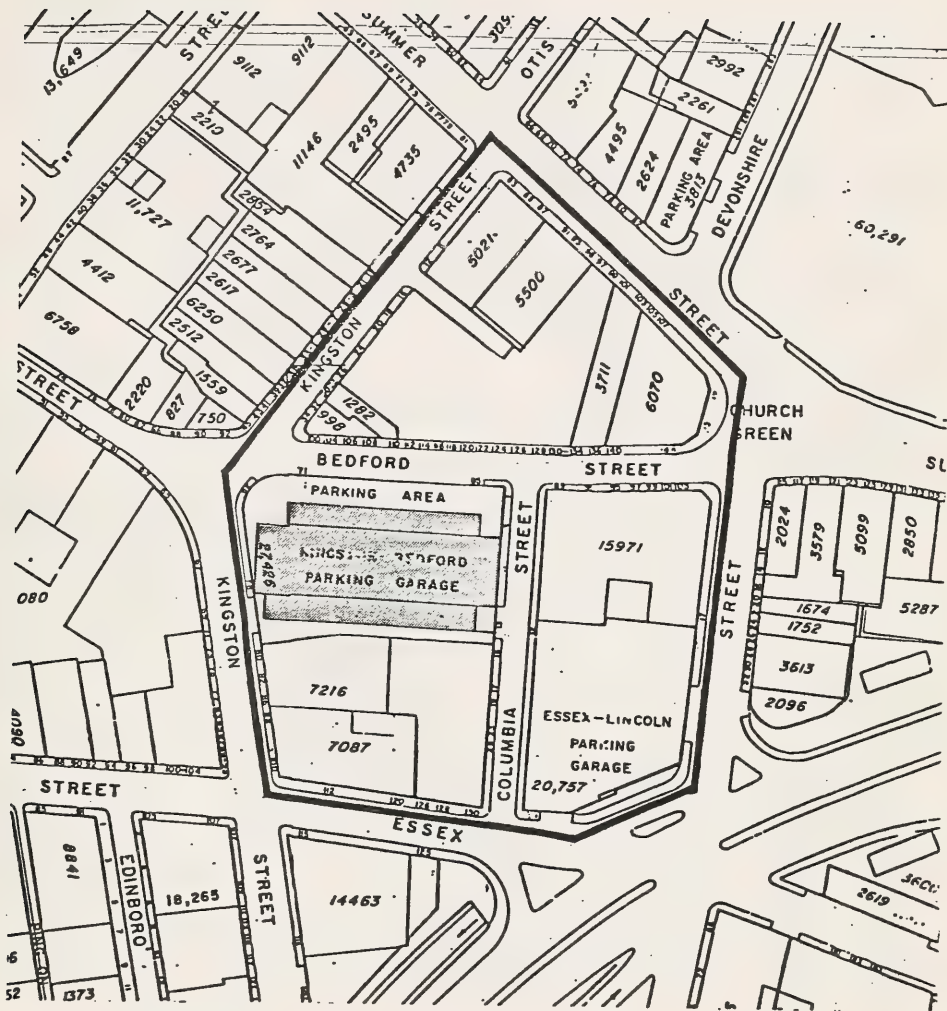


# SITE L

APPROXIMATE SCALE: 1" = 100'

88 Kingston Street  
Boston, Massachusetts



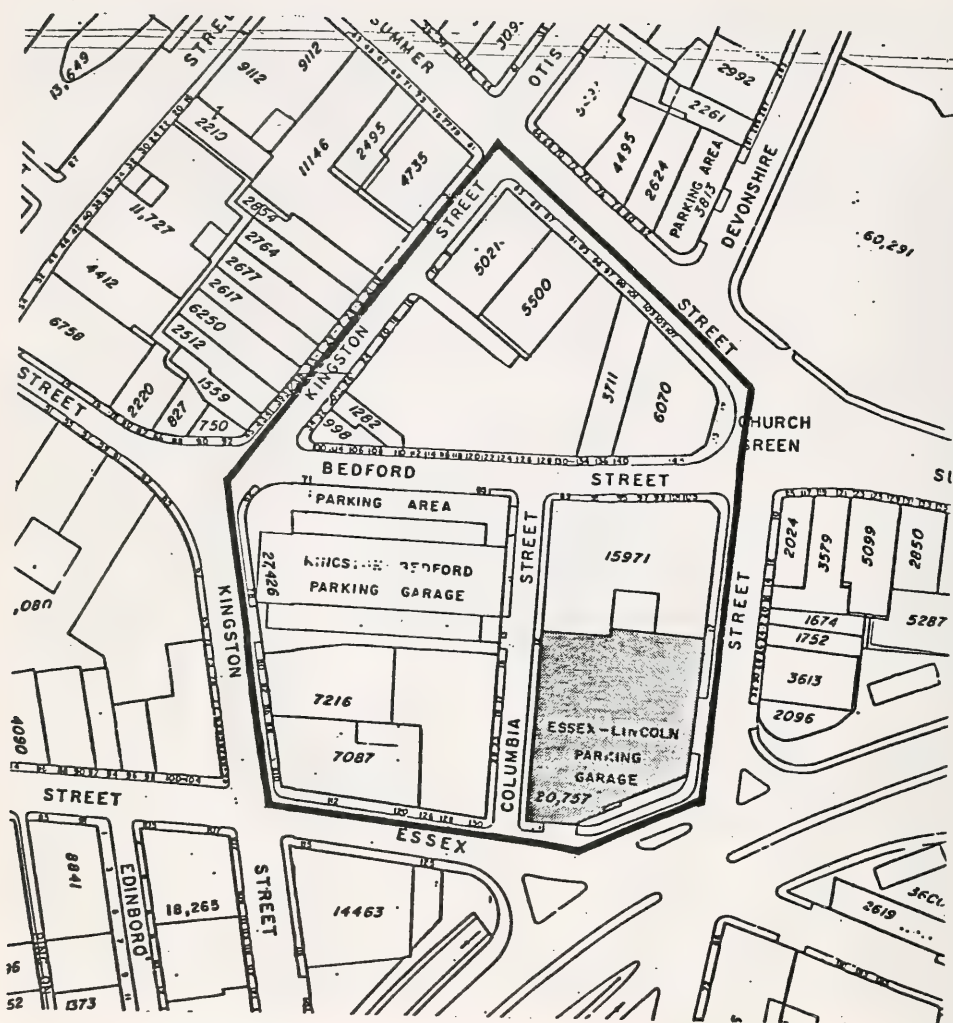


# SITE L

APPROXIMATE SCALE: 1" = 100'

KINGSTON-BEDFORD PARKING GARAGE  
78 Kingston Street  
Boston, Massachusetts





## SITE L

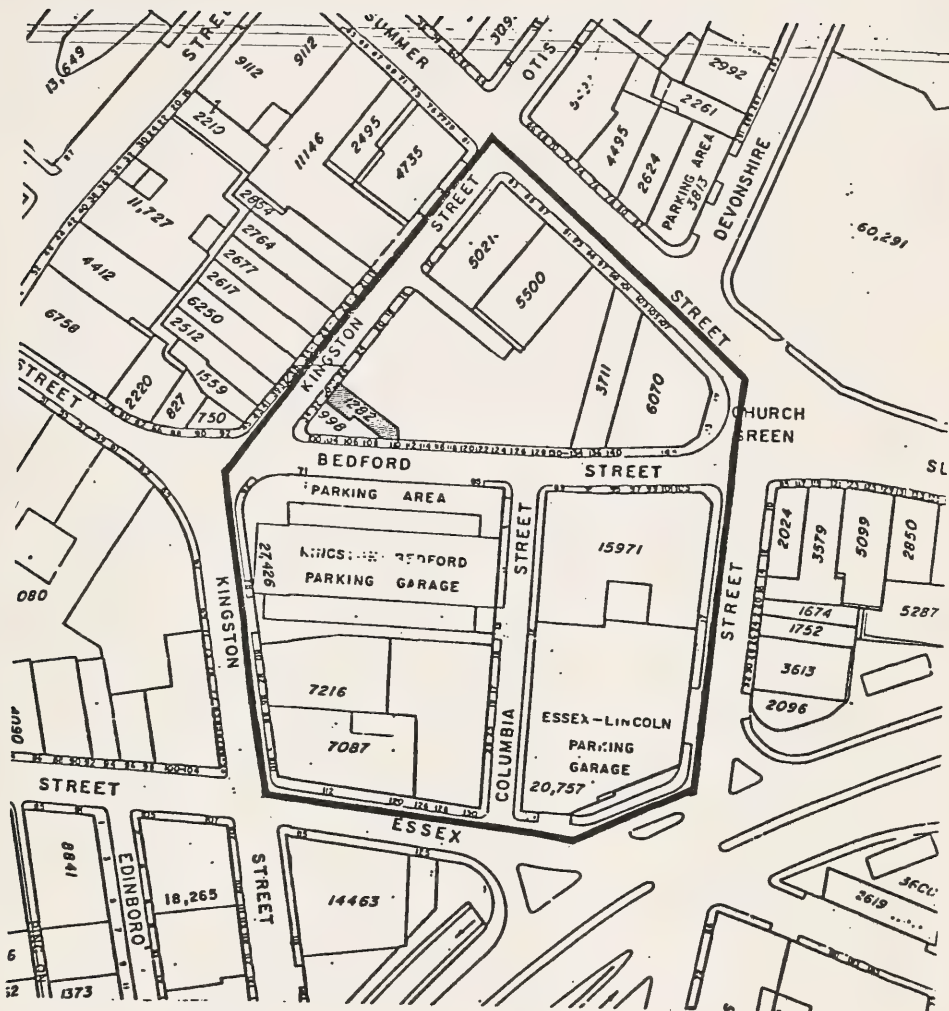
APPROXIMATE SCALE: 1" = 100'

ESSEX-LINCOLN PARKING GARAGE

15 Columbia Street  
Boston, Massachusetts







# SITE L

APPROXIMATE SCALE: 1" = 100'

P.J.'S BARBECUE AND BREW  
110 Bedford Street  
Boston, Massachusetts







M. DETERMINATIONS OF ELIGIBILITY: U. S. DEPARTMENT OF INTERIOR



# United States Department of the Interior

HERITAGE CONSERVATION AND RECREATION SERVICE  
WASHINGTON, D. C. 20243

IN REPLY REFER TO: 661

NOV - 6 1979

Ms. Beverly L. James  
Director  
Operational Planning Staff  
Regional Historic Preservation Officer  
Public Buildings Service  
General Services Administration, Region 1  
John W. McCormack Post Office and Courthouse  
Boston, Massachusetts 02109

Dear Ms. James:

Thank you for your letter requesting a determination of eligibility for inclusion in the National Register pursuant to Executive Order 11593 or the National Historic Preservation Act of 1966, as amended. Our determination appears on the enclosed material.

As you understand, your request for our professional judgment constitutes a part of the Federal planning process. We urge that this information be integrated into the National Environmental Policy Act analysis in order to bring about the best possible program decisions. This determination does not serve in any manner as a veto to uses of property, with or without Federal participation or assistance. Any decision on the property in question and the responsibility for program planning concerning such properties lie with the agency or block grant recipient after the Advisory Council on Historic Preservation has had an opportunity to comment.

We are pleased to be of assistance in the consideration of historic resources in the planning process.

Sincerely yours,

Carol D. Shull  
Acting Keeper of the National Register

Enclosure

# E.O. 11593

## DETERMINATION OF ELIGIBILITY NOTIFICATION

### National Register of Historic Places

### Heritage Conservation and Recreation Service

**Project Name:** Site A, Washington-Essex Building & Hayward Place Parking Garage

**Location:** Boston

**State:** MA

**Request submitted by:** GSA/Beverly L. James

**Date received:** 8-20-79

**Additional information received:** 11-1-79

Name of property	SHPO opinion	Eligibility	Criteria
		Secretary of the Interior's opinion	
1. Washington-Essex Building (Henry C. Siegal Co. Dept. Store) Also contains Essex (Star) theatre	Not eligible	Not eligible	
2. Hayward Place Parking Garage	Not eligible	Not eligible	

#### Comments

Building 1 has been sufficiently altered so that it no longer retains its architectural or historical integrity.

Building 2 is less than 50 years old and does not meet criteria for exceptional significance.

*Carol Hull, arch*  
Keeper of the National Register

Date: 11-5-79

# E.O. 11593

DETERMINATION OF ELIGIBILITY NOTIFICATION  
National Register of Historic Places  
Heritage Conservation and Recreation Service

**Project Name:** Site K, 10 Haymarket, 10 and 28 Avery, 597, 605 and 617 Washington

**Location:** Boston

**State:** MA

**Request submitted by:** GSA/Beverly L. James

**Date received:** 8/20/79

**Additional information received:** 11/1/79

Name of property	SHPO opinion	Eligibility Secretary of the Interior's opinion	Criteria
1. Bryant Loft Building 10 Haymarket Pl.	Not Eligible	Not Eligible	
2. Hotel Avery 10 Avery St.	"	"	
3. Pope Manufacturing Co. 597 Washington	"	"	
4. Henry F. Miller Piano Factory 605 Washington	"	"	
5. 28 Avery Street	"	"	
6. State (Park) theatre (Crabtree Building) 617 Washington	"	"	

Comments

Buildings 1 and 2 are not eligible because there are better existing examples in Boston of the works of the architects who designed these buildings.

Buildings 3,4,5 and 6 have been so altered that they have lost their integrity.

*Caree O'Shull, acting*  
Keeper of the National Register

Date: 11-6-79



**E.O. 11593**

**DETERMINATION OF ELIGIBILITY NOTIFICATION**  
**National Register of Historic Places**  
**Heritage Conservation and Recreation Service**

---

**Name of property:** Site K, Boston-Edison Electric Illuminating Co. Building(Edison Buildi

**Location:** 39 Boylston, Boston

**State:** MA

**Request submitted by:** GSA/Beverly L. James

**Date received:** 8-20-79

**Additional information received:** 11-1-79

---

**Opinion of the State Historic Preservation Officer:**

☒ **Eligible**

☐ **Not Eligible**

☐ **No Response**

**Comments:**

**The Secretary of the Interior has determined that this property is:**

☒ **Eligible**

**Applicable criteria:** A & C

☐ **Not Eligible**

**Comments:** Eligible as part of Piano Row Historic District, a locally designated historic district which is eligible for the National Register because of its association with the music and theatre business in this area.

☐ **Documentation insufficient**

(Please see accompanying sheet explaining additional materials required)

Carel O Shull, acting  
**Keeper of the National Register**

**Date:** 11-6-79

# E.O. 11593

## DETERMINATION OF ELIGIBILITY NOTIFICATION

National Register of Historic Places

Heritage Conservation and Recreation Service

Name of property: Site K, Tremont Street block between Avery and Boylston Street

Location: Boston

State: MA

Request submitted by: GSA/Beverly L. James

Date received: 8-20-79

Additional information received: 11-1-79

Opinion of the State Historic Preservation Officer:

☒ Eligible

☐ Not Eligible

☐ No Response

Comments:

The Secretary of the Interior has determined that this property is:

☒ Eligible

Applicable criteria: A & C

☐ Not Eligible

Comments: Buildings along this street comprise part of a locally designated historic district (Piano Row Historic District) which meets National Register criteria A & C.

☐ Documentation insufficient

(Please see accompanying sheet explaining additional materials required)

*Care R. Shull acting*  
Keeper of the National Register

Date: 11-5-79

E.O. 11593

DETERMINATION OF ELIGIBILITY NOTIFICATION

National Register of Historic Places

Heritage Conservation and Recreation Service

Name of property: Site K, Grand Lodge of the Masons, 186 Tremont Street

Location: Boston

State: MA

Request submitted by: GSA/Beverly L. James

Date received: 8-20-79

Additional information received: 11-1-79

Opinion of the State Historic Preservation Officer:

☒ Eligible

☐ Not Eligible

☐ No Response

Comments:

The Secretary of the Interior has determined that this property is:

☒ Eligible

Applicable criteria: C

☐ Not Eligible

Comments: Meets criteria C. Fine example of a Renaissance Revival style building which has few alterations. Designed by a leading local firm (Lorring and Phipps).

☐ Documentation insufficient

(Please see accompanying sheet explaining additional materials required)

*Coral D. Shull, acting*  
Keeper of the National Register

Date: 11-5-79

# EO. 11593

**DETERMINATION OF ELIGIBILITY NOTIFICATION**  
**National Register of Historic Places**  
**Heritage Conservation and Recreation Service**

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**Name of property:** Site L, Proctor Building (Triangle Cigar Store)

**Location:** 100 Bedford Street, Boston

**State:** MA

**Request submitted by:**

**Date received:** 8-20-79

**Additional information received:** 11-1-79

---

**Opinion of the State Historic Preservation Officer:**

☒ **Eligible**

☐ **Not Eligible**

☐ **No Response**

**Comments:**

Eligible individually under criteria C.

**The Secretary of the Interior has determined that this property is:**

☐ **Eligible**

**Applicable criteria:** C

☐ **Not Eligible**

**Comments:**

Concur with State Historic Preservation Officer. Excellent example of the use of terra cotta, executed by a locally significant architectural firm. Although first floor alterations have occurred, building is a good example of the Spanish Renaissance Revival style and retains its architectural integrity.

☐ **Documentation insufficient**

(Please see accompanying sheet explaining additional materials required)

*Carol O'Shull, acting*  
Keeper of the National Register

608 Date: 11-5-79

# E.O. 11593

## DETERMINATION OF ELIGIBILITY NOTIFICATION

National Register of Historic Places

Heritage Conservation and Recreation Service

**Project Name:** Site L, Kingston Bedford Parking Garage, Essex Lincoln Parking Garage, P.J.'s Barbeque and Grill, 80 and 88 Kingston Street

**Location:** Boston

**State:** MA

**Request submitted by:** GSA/Beverly L. James

**Date received:** 8/20/79

**Additional information received:** 11/1/79

Name of property	SHPO opinion	Eligibility	Criteria
		Secretary of the Interior's opinion	
1. Kingston-Bedford Parking Garage	Not Eligible	Not Eligible	
2. Essex Lincoln Parking Garage	"	"	
3. P.J.'s Barbeque and Grill 110 Bedford Street	"	"	
4. 80 Kingston Street	"	"	
5. 88 Kingston Street	"	"	

### Comments

Buildings 1 and 2 are less than 50 years old and do not meet National Register criteria for exceptional significance. Building 3 does not retain any historical or architectural integrity.

Buildings 4 and 5 lack sufficient historical and architectural significance to meet National Register criteria individually or as part of a historic district.

*Charles D. Skell, acting*  
Keeper of the National Register

Date:

*11-6-79*



# EO. 11593

## DETERMINATION OF ELIGIBILITY NOTIFICATION

National Register of Historic Places

Heritage Conservation and Recreation Service

---

Name of property: Site L, 113, 101, 91-95, 83-87 Summer Street

Location: Boston

State: MA

Request submitted by: GSA/Beverly L. James

Date received: 8/20/79

Additional information received: 11/1/79

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### Opinion of the State Historic Preservation Officer:

☒ Eligible

☐ Not Eligible

☐ No Response

Comments:

The Secretary of the Interior has determined that this property is:

☒ Eligible

Applicable criteria: A & C

☐ Not Eligible

Comments:

As part of Church Green Historic District, a nomination of which is now being prepared. Eligible under criteria A and C. The district is significant for its cohesive array of buildings which represent a variety of late 19th century styles designed by many of Boston's leading architectural firms. The district also documents the successful commercial development of this area after Boston's disastrous 1872 fire. During the late 19th century, this district was the most active dry goods center in the Northeast United States.

☐ Documentation insufficient

(Please see accompanying sheet explaining additional materials required)

Carol D. Shall  
Keeper of the National Register

Date: 11-6-79

N. MEMORANDUM OF AGREEMENT WITH ADVISORY COUNCIL ON HISTORIC  
PRESERVATION

# Advisory Council On Historic Preservation

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1522 K Street NW.  
Washington D.C.  
20005

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January 21, 1980

Ms. Beverly James  
Historic Preservation Liaison  
General Services Administration  
Region 1  
Boston, Massachusetts 02108

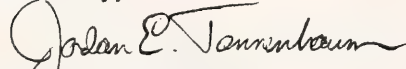
Dear Ms. James:

The amended Memorandum of Agreement for the new Federal Office Building in Boston, Massachusetts, has been ratified by the Chairman of the Council. This document constitutes the comments of the Council required by Section 106 of the National Historic Preservation Act and completes compliance with the Council's regulations, "Protection of Historic and Cultural Properties" (36 CFR Part 800). A copy of the Agreement is enclosed.

In accordance with Section 800.6(c)(2) and 800.9(e) of the regulations, a copy of this Memorandum of Agreement should be included in any environmental assessment or statement prepared for this undertaking to meet requirements of the National Environmental Policy Act and should be retained in your records as evidence of compliance with Section 106 of the National Historic Preservation Act.

The Council appreciates your cooperation in reaching a satisfactory resolution of this matter.

Sincerely,



Jordan E. Tannenbaum  
Chief, Eastern Division  
of Project Review

Enclosure  
MOA

**Advisory  
Council On  
Historic  
Preservation**

1522 K Street NW.  
Washington D.C.  
20005

**AMENDMENT**

**MEMORANDUM OF AGREEMENT**

WHEREAS, a Memorandum of Agreement among the General Services Administration (GSA), the Massachusetts State Historic Preservation Officer (SHPO) and the Advisory Council on Historic Preservation (Council) concerning the construction of a new Federal Office Building in Boston, Massachusetts, was ratified on September 20, 1979; and,

WHEREAS, GSA has now requested an Amendment to that Memorandum of Agreement to delete the Level III design competition; and,

WHEREAS, GSA, the Massachusetts SHPO, and the Council have consulted and agree that the purposes of the Memorandum of Agreement will not be affected by this amendment;

NOW, THEREFORE, it is mutually agreed that the attached stipulations "1", "2a", through "h" be substituted for those same stipulations in the original Memorandum of Agreement.

Robert H. Titterton (date) 12/5/79  
Deputy Executive Director  
Advisory Council on Historic Preservation

Bonnie L. James (date) 12/17/79  
Regional Historic Preservation Officer  
General Services Administration - Region 1

### Stipulations

1. Prior to final site selection, GSA will consult with the Massachusetts SHPO and the Council to determine what adverse effects selection of any one of the three sites currently under consideration might have on properties included in or eligible for inclusion in the National Register of Historic Places. GSA, the Massachusetts SHPO, and the Council shall then determine within 30 working days whether there are feasible and prudent alternative sites that avoid adverse effects. If GSA, the Massachusetts SHPO, and the Council agree within the 30 working day period on an alternative that will avoid the adverse effects, GSA shall proceed with the undertaking at that site, subject to any conditions the consulting parties may agree upon. If the consulting parties do not agree within the 30 working day period, GSA may proceed with site selection after which the consulting parties will, in accordance with Stipulation 2 below, consider alternatives for the building design to mitigate the adverse effects.
2. After final site selection but prior to start of building design, GSA, in consultation with the Massachusetts SHPO and the Council, will establish criteria for the building design which will include but not be limited to the following conditions.
  - a. In consultation with the Massachusetts SHPO, GSA will conduct a cultural resources survey and assessment that will identify the project's impact on historic, architectural, cultural, and archeological resources and the effect of the proposed undertaking on those resources. The survey area will include the selected site and the project's impact area. This survey will be carried out in accordance with the Secretary of the Interior's guidelines (36 CFR Section 60.6) and 36 CFR Part 66, Appendix B "Guidelines for the Location and Identification of Historic Properties Containing Scientific, Prehistoric, Historic or Archeological Data," and Appendix C "Professional Qualifications."
  - b. GSA will develop a pre-design program and criteria for the project design in consultation with the Council and the Massachusetts SHPO that will take into consideration the aforementioned resources. This program will assess the potential effect of the project on identified resources within the project's impact area and, if that effect is adverse, will evaluate alternatives that would avoid or mitigate the adverse effect. Upon completion of the predesign program but prior to GSA's initiating design, the Council may conduct a public information meeting in accordance with the Council's regulations, Section 800.6(b)(3).



- c. The pre-design program will be submitted to the Council and the Massachusetts SHPO for concurrence. Within 15 calendar days of receipt of the program, the Council and the Massachusetts SHPO will submit their comments to GSA. If either the Council or the SHPO do not concur with the program, GSA will complete the Council commenting process pursuant to 36 CFR Part 800.
- d. The Council and the Massachusetts SHPO will participate in GSA's design selection process as part of GSA's evaluation committee, and their comments will be considered by GSA's evaluation committee in their decision making.
- e. After an Architectural/Engineering contract has been awarded for the project, design development will be done in consultation with the Council and the Massachusetts SHPO at the concepts and tentatives stages. Within 15 calendar days following their receipt of copies of the A/E's conceptual and tentative submissions, the Council and the SHPO will submit their comments thereon to GSA.
- f. Final project design will be submitted to the Council and the Massachusetts SHPO for review, and within 21 calendar days of receipt thereof, the Council and the SHPO will submit their comments thereon to GSA. If either the Council or the SHPO do not concur, GSA will complete the Council commenting process pursuant to 36 CFR Part 800.
- g. If the final project development calls for demolition of any architectural or cultural resources identified in the cultural resources survey, GSA will have those resources recorded to the standards of the Historic American Buildings Survey (HABS) so there will be a permanent record of their existence. GSA will first contact HABS (Heritage Conservation and Recreation Service, Department of the Interior, Washington, D. C. 20243) to determine the level of documentation required. All documentation must be accepted by HABS prior to demolition.
- h. If the final project development calls for the destruction of archeological resources, those resources will be treated in accordance with a data recovery plan implemented in accordance with the Council's "Guidelines for Making 'Adverse Effect'

Page 2  
Memorandum of Agreement  
General Services Administration  
Amendment

*Patricia W. W. W. W.* (date) 12/17/71  
Massachusetts State Historic Preservation  
Officer

*Richard H. Jenette* (date) 1/14/80  
Chairman  
Advisory Council on Historic Preservation

# Advisory Council On Historic Preservation

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1522 K Street, NW  
Washington, DC 20005

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June 18, 1980

Ms. Beverly James  
Historic Preservation Liaison  
General Services Administration  
Region 1  
John W. McCormack Post Office  
and Courthouse  
Boston, MA 02109

Dear Ms. James:

Pursuant to our meeting on May 7, 1980, regarding site selection for the proposed Boston Federal Office Building, it is our understanding that GSA is actively reconsidering the North Station as an alternative building site. We also understand that full evaluation of this site will be documented in the final environmental impact statement for the project.

Reconsideration of North Station increases the building site alternatives to four.

1. Tremont Site
2. Theatre District Site.
3. Church Green Site.
4. North Station Site.

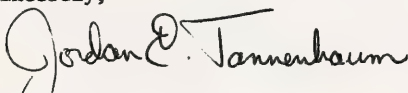
Selection of any one of the sites may have a direct or secondary adverse effect on historic resources but, on the basis of the thorough consideration previously given alternative sites, we feel it would be unproductive to further explore sites which may avoid effects on historic resources, as agreed upon by ourselves and Pat Weslowski, Massachusetts State Historic Preservation Officer, at the May 7 meeting. After evaluation of the alternative sites, it is our opinion that construction on the North Station site, which will not require demolition of any buildings onsite that may be eligible for inclusion in the National Register of Historic Places, would be the only alternative that would avoid such adverse effects and thus may be the preferred alternative. It is our understanding

though that GSA is requiring the removal of the Green Line El along Causeway Street as a condition of its selection of this site. This condition would constitute an adverse effect on the El, if it is determined eligible for inclusion in the National Register. In addition the project design would have to take into consideration its affect on the Bulfinch Triangle Historic District, directly adjacent to the site.

Selection of the Theatre District site may also avoid direct adverse effects on historic resources but must take into consideration resources directly adjacent to the site. As discussed in our May 7 meeting selection of either the Tremont site or Church Green site, for a development program that calls for site clearance, would have an adverse effect on properties included in the National Register and accordingly neither of these sites should be chosen unless there are no prudent or feasible alternatives. We are of the opinion though that existing buildings on both of these sites could be adaptively reused as part of the proposed Federal Office Building rather than demolished. This reuse alternative should be throughly explored.

If you have any questions regarding this please call John Cullinane at FTS-254-3974.

Sincerely,

A handwritten signature in dark ink, reading "Jordan E. Tannenbaum". The signature is fluid and cursive, with the first name "Jordan" being more prominent and the last name "Tannenbaum" following in a similar style.

Jordan E. Tannenbaum  
Chief, Eastern Division of  
Project Review

O. LOCATION RECOMMENDATIONS BY THE BOSTON REDEVELOPMENT AUTHORITY



A NEW FEDERAL OFFICE BUILDING FOR DOWNTOWN  
BOSTON: LOCATION RECOMMENDATIONS BY THE  
BOSTON REDEVELOPMENT AUTHORITY

Kevin H. White, Mayor

Boston Redevelopment Authority  
Robert J. Ryan, Director

February 13, 1979

Boston Redevelopment Authority

Robert L. Farrell, Chairman  
Joseph J. Walsh, Vice Chairman  
James G. Colbert, Treasurer  
James K. Flaherty, Assistant Treasurer  
James E. Cofield, Member  
Kane Simonian, Secretary

A NEW FEDERAL OFFICE BUILDING FOR DOWNTOWN BOSTON: LOCATION RECOMMENDATIONS  
BY THE BOSTON REDEVELOPMENT AUTHORITY

INTRODUCTION

The purpose of this report is to present the Boston Redevelopment Authority's recommendation for the location of the proposed Federal Office Building in the North Downtown area. This recommendation has been formulated within the framework of the City's development policy and program for revitalizing downtown Boston. As a result of advertising and a public hearing on January 31, 1979 the General Services Administration has identified 15 potential sites for the proposed facility. The Authority's preliminary analysis of each site indicates that while each site has advantages and disadvantages all but a few sites adequately meet the practical, functional needs of the project. It is the Authority's position that beyond the practical requirements the project must be planned and implemented within the framework of the City's program to develop its core.

A major policy which is central to the City's development program and to Federal urban policy as well is that public investments ought to be focused and leveraged so as to maximize the attraction of private investment in the target area. In sum, the foremost concern of the City is that the site which is selected for the project be in an area where there is both a need for the stimulation by this significant public investment and a development program so that the project can effectively trigger immediate private investments. From this standpoint the 15 sites were examined within the context of the sub-areas of the downtown where they are located namely: North Downtown, CBD-Lower Washington Street, and South Downtown.

BOSTON'S DOWNTOWN DEVELOPMENT PROGRAM

Beginning in 1960 Boston's development program for its central core began with the Government Center project. This was a strategic location which was



seriously deteriorated. The underlying strategy was to successfully renew this area and then to move outward in several directions into other major districts in the downtown which required public intervention for their renewal. The Government Center project was a success and has attracted substantial private investments to the area. East of the government center the Waterfront/Faneuil Hall Market project is moving toward completion and the substantial private investments which have been made and are planned assure the revitalization of the area. To the south the South Station, South Cove, Bedford-West, Boylston-Essex and School-Franklin urban renewal projects have been nearly completed. The City's program in the past has relied heavily on the Federal Urban Renewal Program for the public financial incentives which are needed for revitalization. With the demise of this program it is more critical than ever that public capital expenditures be carefully targeted to the area where the public incentive is both needed and can be effectively used. From this standpoint the Boston Redevelopment Authority has concluded that the North Downtown area is the best location for the new Federal office building. The basis for this recommendation is summarized below.

#### THE RELATIVE PUBLIC INVESTMENT NEEDS OF SUBAREAS OF DOWNTOWN BOSTON

##### NORTH DOWNTOWN

North Downtown Boston, an area which includes North Station terminal, Boston Garden, former Madison Hotel and the historic Bulfinch triangle, has long suffered from disinvestment and decay. While areas immediately adjacent to it have received major infusion of public and private monies, there has been little positive spinoff effects in the North Downtown area. In fact, the uncertainty surrounding the future of the Boston Garden has clouded re-use options for the vacant Madison Hotel and postponed the MBTA's planning decisions for the relocation of the elevated Green line. Poor traffic and pedestrian circulation

connecting North Downtown and Government Center have further precluded the private market from initiating development projects of a small scale in the Bulfinch area. It would appear that instead of causing revitalization in North Downtown, the adjacent renewal areas have turned their backs on this district.

The North Downtown is a preferred area for the location of the proposed G.S.A.'s office building. It is an appropriate geographic location because of its close proximity to other governmental functions in adjacent area; it has excellent vehicular access via I-95, I-93 and the Central Artery and equally good public transportation access via MBTA's Orange and Green lines as well as commuter rail service. The fact that this area is particularly suited for office use is documented by the high occupancy rate in the Annalex Building (98%), an increase in office and service uses over the last 20 years and the general lack of expansion space for adjacent Government Center. That public investment is very much needed in North Downtown is evidenced by the fact that the completion of West End and Government Center Renewal projects have had only marginal influence in this area; since 1960, there has been a 35% decrease in number of firms in furniture and related industries; adult entertainment uses, similar to the combat zone have infiltrated this area and have been restrained from expansion only because of the Adult Entertainment Zoning Act of 1974.

The North Downtown area of Boston provides an excellent opportunity in which public investment can, and should be, the catalyst for stimulating a marked change in the private investment climate. In the absence of future funding for major urban renewal programs, Boston must now look to limited federal funds to secure redevelopment of this sub-section of the City. The \$75 million expenditure by G.S.A. for a new federal office building is exactly the public stimulus which the Authority feels can reverse the declining physical



and economic character of North Downtown. The presence of 6500 office workers with related service needs will greatly stimulate retail sector improvements, mandate the need for improved pedestrian and circulation access and cause the MBTA to schedule demolition and relocation of the Green line, further enhancing the visual character of this district.

Furthermore, the location of the proposed G.S.A. office building in the North Downtown area would be in concert with the detailed planning program which has been developed for this area (see New Directions for North Station, B.R.A. 11/77) with the cooperation of the BRA and North Station area merchants. The Canal Street mall will be under construction in spring, 1979.

In keeping with the Public Buildings Cooperative Use Act of 1976, the City would recommend that the G.S.A. examine the potential for substantial rehabilitation of one or more properties within the historic Bulfinch triangle area for the commercial and cultural components of its building program while focusing attention on the area north and west of the elevated structure to accommodate construction needs for its actual office facility. In this manner, the architectural integrity and massing of the Bulfinch area will not be threatened or overshadowed by a 1 million square foot office tower while historic preservation is encouraged and the functional needs of G.S.A. is accommodated.

#### C.B.D. - LOWER WASHINGTON STREET

The City's timetable for the redevelopment of this area and the accompanying revitalization of the retail and theater functions was set back considerably when it failed to gain H.U.D. approval of its ambitious CBD urban renewal project in 1965. In addition, the Authority was forced to approach the renewal of this area on a more modest and incremental basis. Although its physical appearance suggests a stagnant area which is in need of redevelopment an extensive development program is largely in place and planned investments are substantial.

The Authority has concluded, therefore, that the new Federal office building in this area is not critical to the attraction of the private investments which are necessary to revitalize lower Washington Street. (For a more detailed analysis of the area see Lower Washington Street Area: A Program for Revitalization, B.R.A. 1978). Summarized below are the major activities planned or underway in the area:

1. Lafayette Place/Jordan Marsh--\$150 million--construction will begin this summer.
2. Downtown Crossing--\$3.5 million--construction is underway for the first phase and subsequent phases are in planning.
3. Tufts/New England Medical Center--Nutrition Research Center--\$10 million --other projects planned.
4. Park Plaza--State Transportation Building under construction--\$36 million --hotel and housing in planning.
5. Theatre District (See Status Report of Theatre District Project, 1979 for complete program). Savoy Theatre and Music Hall expansion and renovations and many public improvements.
6. Housing Developments: Mason Street, Stearns Bldg., and Stuart/Arlington are near construction--Bradford conversion and others planned.

#### SOUTH DOWNTOWN

The South Downtown area in recent years has witnessed substantial private investment partly as a result of public action. The Authority believes that the location of the new Federal office building is not necessary to stimulate the continued renewal of this area. Although the progress of the South Station Urban Renewal Project has been disappointing the four major office buildings which have been built recently in this area indicate the workings of a normal economic market. The development of the South Station is moving ahead under the Authority's direction but the present development schedule would not likely

meet GSA's needs in utilizing site M. Furthermore, the Authority would discourage the consideration of site N because the prospects for a private development for this location in the near future now look good.

Site L, Church Green, is a unique site which the Authority feels warrants further detailed study by the GSA and the City. The axis from the central retail core to the South Station along Summer Street is a vitally important component of the downtown development plan. Church Green is a critical location along this pedestrian-retail spine given its mid-point location and the present pattern of street level vacancies in its immediate area on Summer Street. In addition, the Church Green site contains buildings of historic architectural significance which are worthy of retention and are now threatened by neglect. The Authority supports the objectives of restoring these buildings and strengthening the Summer Street retail axis. Given the scale of the proposed project, however, there are serious questions as to the feasibility of locating the structure on the block bounded by Summer, Kingston and Bedford Streets including the parking garage site across Bedford Street. Then too, the design question in regard to the impact of a new architectural element of substantial mass upon the existing historic structures needs to be more fully examined. Although the Authority has a strong preference for a North Downtown location for the new Federal office building, it feels that at this stage of the analysis of alternative sites site L has considerable potential merits and should continue to be considered through a more detailed examination.



P. TRAFFIC: PEAK AND 8 HOUR HOURLY AVERAGE



Site A

PEAK HOUR TRAFFIC

	1980	<u>No Build</u>		<u>Build</u>	
		1985	1999	1985	1999
Harrison Ave. (Essex to Beach)	323	340	390	618	710
Essex Street (Washington- Harrison)	828	870	1001	1026	1180
Washington Street (South of Bedford)	343	361	415	535	615
West Street	282	296	340	557	641

Site A

8 HOUR HOURLY AVERAGE  
APPROACH

	1980	<u>No Build</u>		<u>Build</u>	
		1985	1999	1985	1999
Harrison Ave. Ext (Essex-Bedford)	188	197	227	221	254
Boylston Street (Tremont- Washington)	690	725	833	767	882
Beach Street	368	386	444	412	473

Site A

8 HOUR TRAFFIC HOURLY AVERAGE  
DEPARTURE

	1980	<u>No Build</u>		<u>Build</u>	
		1985	1999	1985	1999
Harrison Ave. (Essex-Beach)	297	312	359	362	416
Essex Street (Washington- Harrison)	717	754	866	782	899
Washington Street (South of Bedford)	275	289	332	321	369
West Street	427	449	516	496	570

Site K

PEAK HOUR TRAFFIC

	1980	<u>No Build</u>		<u>Build</u>	
		1985	1999	1985	1999
Boylston St. (Westbound)	377	396	455	483	555
Tremont Street (Boylston & Avery)	1111	1168	1342	1377	1583
Essex Street (Washington- East)	832	875	1005	1274	1464
Avery	3	3	4	12	13
West	282	296	340	461	530

Site K

8 HOUR HOURLY AVERAGE  
APPROACH

	1980	<u>No Build</u>		<u>Build</u>	
		1985	1999	1985	1999
Boylston Street (Charles & Tremont)	690	725	833	757	870
Tremont Street (Boylston & Avery)	988	1049	1206	1083	1245
Washington St.	461	484	556	575	661

Site K

8 HOUR TRAFFIC HOURLY AVERAGE  
DEPARTURE

	1980	<u>No Build</u>		<u>Build</u>	
		1985	1999	1985	1999
Boylston Street (Charles-Tremont)	383	402	462	418	481
Tremont Street (Boylston-Avery)	998	1049	1206	1088	1251
Essex Street (Washington east)	717	754	866	826	949
Avery	7	7	9	10	11
West	427	449	516	479	550

Site P

PEAK HOUR TRAFFIC

	1980	No Build		Build	
		1985	1999	1985	1999
Lomasney Way (Northbound)	-	742	1035	827	1120
Staniford Street (Southbound)	355	475	509	521	555
Merrimac Street (Southbound)	546	673	717	750	794
Causeway Street (Eastbound)	403	1081	1157	1158	1234



Site P

8 HOUR TRAFFIC HOURLY AVERAGE  
APPROACH

	1980	<u>No Build</u>		<u>Build</u>	
		1985	1999	1985	1999
Lomasney Way (Southbound)	392	1232	1324	1281	1373
Staniford Street (Northbound)	694	814	917	854	957
Causeway Street (Westbound)	282	839	1128	880	1169
Nashua Street (Southbound)	238	260	274	275	289

Site P

8 HOUR TRAFFIC HOURLY AVERAGE  
DEPARTURE

	1980	<u>No Build</u>		<u>Build</u>	
		1985	1999	1985	1999
Lomasney Way (Northbound)	-	912	1259	943	1295
Staniford Street (Southbound)	353	482	510	512	545
Merrimac Street (Southbound)	715	821	865	846	897
Causeway Street (Eastbound)	301	813	872	812	878

Site L

PEAK HOUR TRAFFIC

	1980	<u>No Build</u>		<u>Build</u>	
		1985	1999	1985	1999
Kingston Street (Bedford)	472	496	570	1035	1190
Essex Street (Kingston-Lincoln)	470	494	567	764	879
Summer Street (Lincoln-Kingston)	301	316	364	377	433

Site L

8 HOUR TRAFFIC HOURLY AVERAGE  
APPROACH

	1980	<u>No Build</u>		<u>Build</u>	
		1985	1999	1985	1999
Kingston Street (Summer-Bedford)	360	378	434	389	447
Essex Street (Summer-South)	535	563	647	616	708
Summer Street (Atlantic Lincoln)	623	655	753	747	859

Site L

8 HOUR TRAFFIC HOURLY AVERAGE  
DEPARTURE

	1980	<u>No Build</u>		<u>Build</u>	
		1985	1999	1985	1999
Kingston Street (Bedford-Essex)	343	361	415	456	525
Essex Street (Summer-South)	535	563	647	610	702
Summer Street	364	382	439	393	451

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AUTHOR	
Construction of New Office	
TITLE Bldg. Environmental Study	
DATE LOANED	BORROWER'S NAME

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